

# Grove Street Neighborhood Plan



*Prepared for:*

Planning and Building Department

*Prepared by:*

Earthcraft Planning Services



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## Chapter 1 Introduction

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### **Purpose and Intent of the Neighborhood Plan**

The *Grove Street Neighborhood Plan* encompasses an approximately 104-acre area (excluding public street rights-of-way), which currently consists of about 70 properties. Since this area is within the Urban Service Area, Urban Growth Boundaries and Sphere of Influence of the City of Healdsburg, it is anticipated that all or portions of this area remaining outside of City limits will eventually be annexed into the City, including both properties already developed and properties in which development will be proposed.

The purpose and intent of preparing a Neighborhood Plan for the Grove Street area is to provide a cohesive planning framework that both recognizes and attempts to retain or enhance the neighborhood's distinctive and positive qualities, in the event that properties are annexed into the City for development purposes. The Healdsburg General Plan requires that a specific plan be prepared for most of the plan area prior to considerations of an annexation request. A Neighborhood Plan, which is a type of specific plan, is prepared under the City's general planning powers, and there is no strict requirement on its contents.

The City of Healdsburg has identified the following goals and objectives for the Neighborhood Plan:

- To provide the Grove Street neighborhood and City Council with necessary information for informed decision-making and an opportunity for meaningful input into the planning process and the ultimate process of annexing the area into the City;
- To recognize the special character of the neighborhood and to create an overall design concept that unifies the neighborhood and maintains a strong "sense of place";
- To provide a planning policy framework that allows new development to occur in a manner that is consistent with existing neighborhood characteristics, its expressed design values, and the City of Healdsburg General Plan policies;
- To provide a plan for a safe and efficient delivery of public facilities and services for property that is annexed into the City.

### **Location of the Neighborhood Plan Area**

The location and boundaries of the area to be included in this neighborhood plan are shown in Figures 1-1 and 1-2. As shown in Figure 1-2, part of the plan area is included within existing City limits while the remainder is located outside city limits under County jurisdiction. Most of the plan area outside existing city limits as well as a smaller portion of the plan area within city limits (i.e., the detention basin) is included in the area in which the City General Plan requires a specific plan to be prepared prior to any approval of annexation of property.

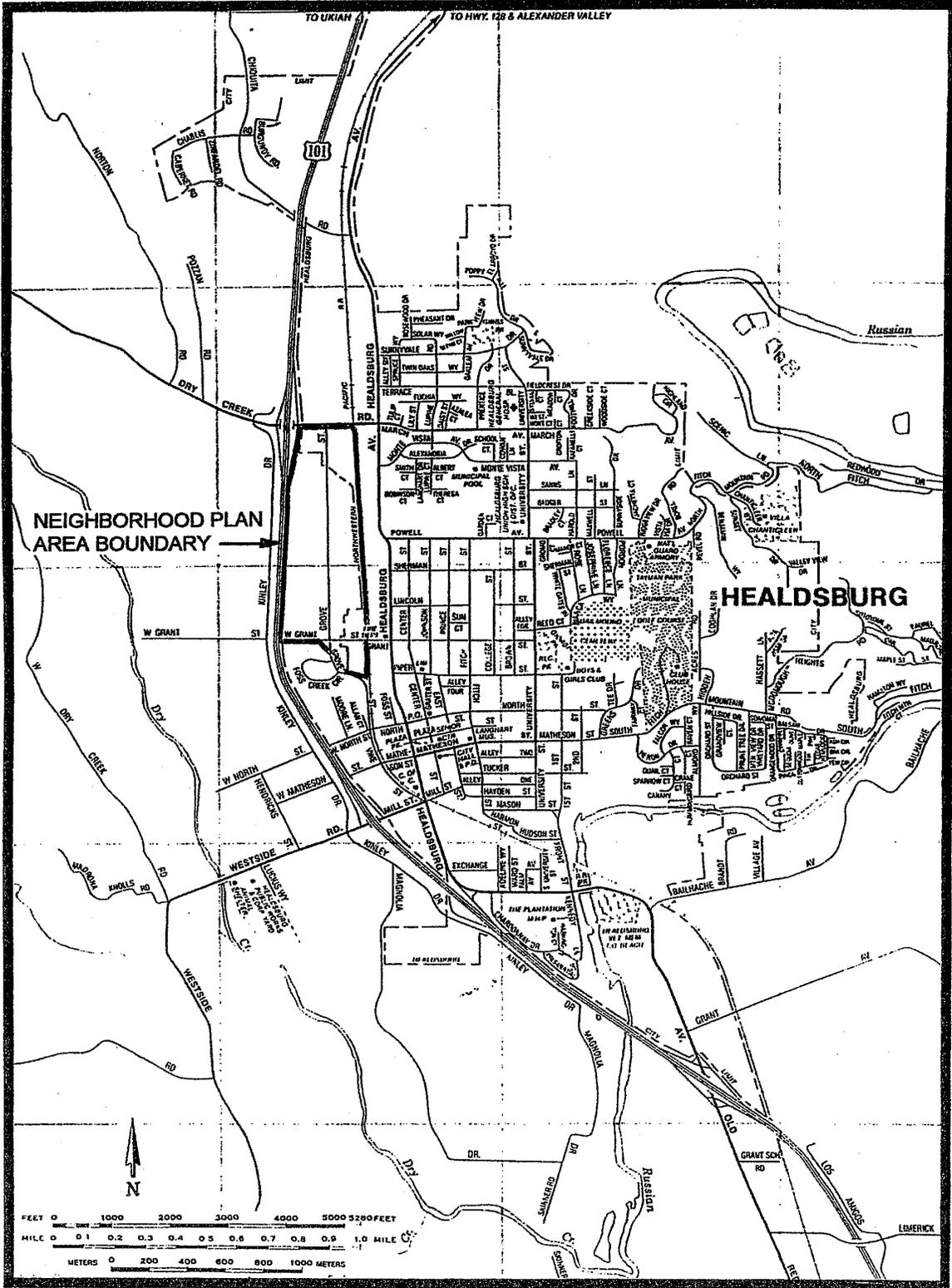
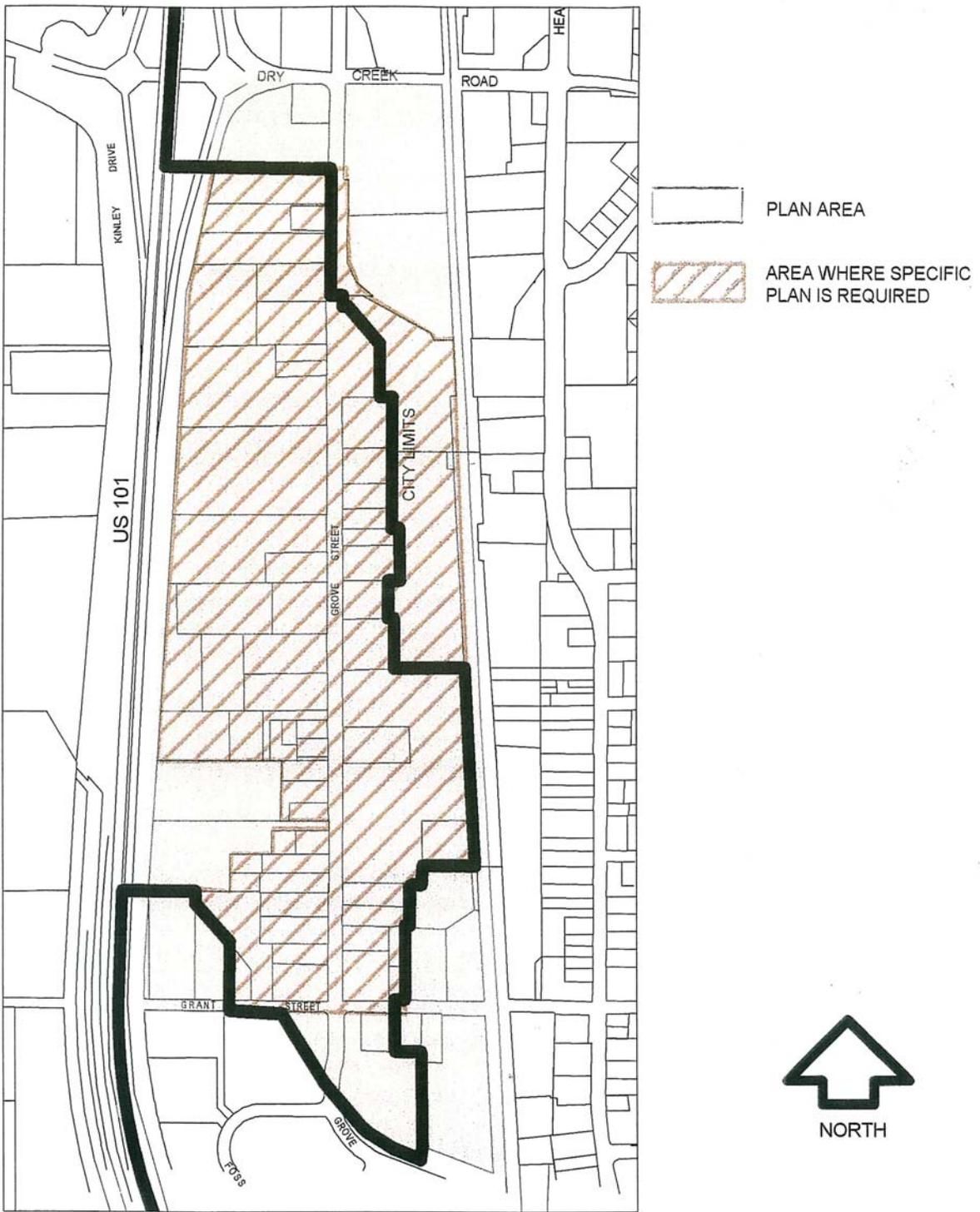


Figure 1-1 Location of the Neighborhood Plan Area



**Figure 1-2 Location of Neighborhood Plan Boundaries**

## Organization of the Neighborhood Plan

The Neighborhood Plan (Plan) is organized to provide a step-by-step understanding of the Plan's components and the rationale of its statement of objectives, policies, standards and implementation measures. The first three chapters are primarily descriptive. The policies and standards that regulate the plan are presented in subsequent chapters. These policies and standards are organized in a series of "Elements" that correspond to categories established by City and State General Plan guidelines. Chapters in the Plan include:

1. **Introduction** - Establishes the broad purpose of the Plan, describes the legislative authority under which this plan exists, describes the location of the plan area, and outlines the organization of the Plan.
2. **Planning Context** - Summarizes the general conditions and sequence of events leading up to the Plan's preparation.
3. **Planning Area Description** - Describes the location and general character of the plan area, and identifies key environmental factors that influence the Plan's form and policies. (Note: For more detailed information on the environmental setting of the plan area, please review the *Grove Street Neighborhood Plan Background Report* which was prepared prior to the Neighborhood Plan and is on file and available at City of Healdsburg Planning Department.)
4. **Land Use Element** - Sets forth land use patterns and associated development objectives and policies.
5. **Housing Element** - Sets forth the City's inclusionary housing requirements that will be applied to new development in the plan area in support of General Plan policies relating to housing affordability.
6. **Circulation Element** - Describes the circulation network and identifies the components and design standards required to accommodate adequate access and efficient movement of vehicles, bicycles, and pedestrians in and around the plan area.
7. **Public Facilities and Services Element** - Locates and characterizes existing, planned or needed public facilities, utilities, and services in the plan area, including sewer, water, gas, electric, telecommunications and cable TV, drainage, fire and police protection, parks, and schools, and sets forth related policies and standards.
8. **Design Element** - Describes the existing and future design character of the neighborhood, and sets forth land use defined design districts, as well as objectives, policies, and standards pertaining to architectural design, landscaping, and other physical features.
9. **Implementation Element** - Describes the planning actions required to adopt the Neighborhood Plan as well as subsequent planning actions required to implement major infrastructure improvements and annex and develop properties in the plan area, identifies who is responsible for ensuring these planning actions are implemented, and describes procedures for determining Neighborhood Plan consistency or for amending the Neighborhood Plan.

## Chapter 2 Planning Context

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### Need for Plan

Most of the Grove Street neighborhood presently lies outside of the City limits within the unincorporated area of Sonoma County (see Figure 1-2 on page 1-3). The County zoning ordinance designates those properties remaining under County jurisdiction as “B8” which, in addition to freezing existing lot size, signifies that the property “lies within the designated urban service boundary surrounding a city where the county intends to limit urban development until annexation or similar occurrence pursuant to a general plan area policy.” As such, no further subdivision or creation of new lots may occur in the unincorporated portion of the plan area until annexed by the City of Healdsburg. All of the plan area is within Healdsburg's Sphere of Influence, as approved by the Sonoma County Local Agency Formation Commission (LAFCO) in July 1983, as well as the City's Urban Service Area and Urban Growth Boundary. As a result, eventual annexation of all of the plan area is anticipated.

In recognition of the unique characteristics of the Grove Street neighborhood combined with the need to integrate new development with the existing neighborhood so that both existing and new residents benefit, the City of Healdsburg General Plan requires preparation and adoption of a specific plan prior to annexation and approval of development of designated properties in the plan area, as shown in Figure 1-2 on page 1-3. The requirement for a specific plan in this area was intended to provide the process in which appropriate land use designations, residential densities, and development policies and standards could be more precisely determined based on public input as well as a more detailed analysis of the affected area than was completed during the City-wide General Plan preparation process. The City General Plan was amended on December 16, 1996 to include the following sentence in Land Use Element Goal A, Policy 3 as follows: “Whenever the term ‘Specific Plan’ is used in any of the elements or diagram of this general plan, it shall encompass any one of the following planning activities: Specific plans provided for under Government Code Section 65450, area plans, neighborhood plans, residential master plans, or planned developments.”

In 1997, the City received a number of requests for annexation from property owners with development potential in the plan area. On December 1, 1997, the Healdsburg City Council determined that a *Neighborhood Plan* would be the appropriate planning mechanism for the Grove Street planning area.

### Planning Process

In response to numerous request from property owners for annexation into the City, as noted above, the City of Healdsburg formally initiated the planning process for preparing a Neighborhood Plan for the Grove Street area. The City subsequently contracted with Earthcraft

Planning Services in December 1997 to prepare a Background Report, the Neighborhood Plan, and accompanying environmental documentation for the project as required for compliance with the California Environmental Quality Act (CEQA).

The preparation of the Grove Street Neighborhood Plan was subsequently accomplished in two phases. The first phase included the preparation and presentation of a Background Report, which was completed in April 1998. The intent of the background report was to summarize and update previous environmental documentation on the plan area, present information that could be used to guide development of the plan by identifying environmental and infrastructure (i.e., sewer, water, access) constraints, and describe the environmental setting of the area for referencing in any environmental documentation for projects in Grove Street as required by the California Environmental Quality Act (CEQA), including the plan itself. This report also provided recommendations for land use and zoning designations, street standards and design guidelines that could be included in the Neighborhood Plan.

On May 20, June 3, and June 9, 1998, public meetings before the Planning Commission were held to discuss the findings of the Background Report, receive input from property owners, residents and interested members of the public, and provide direction to City planning staff and consultant for preparing the Neighborhood Plan. At the Planning Commission meetings, while a broad range of opinions were offered, it was generally the consensus that the plan area's current variety of architecture, numerous historic buildings, mature landscaping and large trees, are positive features of the neighborhood which deserve to be preserved and enhanced. In addition, there was broad support for narrowing the street standard for Grove Street, increase police patrols to control traffic speed, and utilize other types of traffic calming measures.

Although most of the public and Planning Commission wanted to protect the overall residential character of the area, there was also considerable support for allowing some kind of mixed land uses along Grove Street, similar to what exists today in certain sections. There remained considerable differences in opinion in regards to appropriate residential densities in the portion of the plan area currently designated by the General Plan as *Medium Density Residential*, however, ranging from much lower than what would be allowed under the present General Plan land use designation to much higher density multiple-family housing, such as allowable under the ORM zoning district.

Several members of the public and the Planning Commission favored zoning more properties at the north end of Grove Street as *Highway Commercial* since it was felt that the highway noise from Highway 101 in this portion of the plan area is not conducive to residential use. Also in reference to the issue of highway noise, certain Planning Commissioners wanted to avoid sound walls along the freeway as a solution to noise mitigation for adjacent residential uses, while others noted that such walls would be acceptable if well designed and adequately screened by landscaping.

A draft Grove Street Neighborhood Plan was first published and made available for public review in May 1999, marking the beginning of the second phase of the planning process for this project.

This draft plan attempted to reflect as much as possible the input provided by the public and Planning Commission at meetings held in 1998. In addition, the preparation of the plan relied on input provided by City staff and the City's traffic consultant, and information provided by the Background Report.

The Planning Commission held a public meeting on the draft plan on June 1, 1999, in which public input was also given. At this meeting, and following public comments, a majority of Planning Commissioners indicated a preference for an alternative rezoning plan showing the southern portion of Grove Street as R-1 12,500 with the northern portion as a Mixed Use zone. Other, more minor changes were recommended which have henceforth been incorporated into this revised draft plan.

This document as well as an accompanying environmental document for the project to comply with the California Environmental Quality Act (CEQA) will be brought back to the Planning Commission for a public hearing. Following the close of a public hearing, the Planning Commission will provide a recommendation to the City Council, including any potential modifications to the draft plan. The City Council would consider adoption of the Neighborhood Plan once it had adopted or certified the appropriate environmental document and findings as required by CEQA. Annexation requests for properties located within the plan area will not be processed until the Neighborhood Plan is adopted and development will only be approved if determined to be consistent with the plan.

## Chapter 3 Plan Area Description

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This chapter presents a general description of the plan area. A more detailed description of the plan area can be found in the *Grove Street Neighborhood Plan Background Report* (April 1998) prepared prior to this Neighborhood Plan, and on file at the City of Healdsburg Planning Department. The following sections of this chapter summarize the findings of this report which have been used to guide the preparation of the Neighborhood Plan.

### General Character of Plan Area

- Grove Street.

At the north end of the plan area, in the vicinity of the Grove Street and Dry Creek Road intersection, existing highway commercial uses including two motels, a restaurant, and a gas station. To the south and past the existing City limit boundary, Grove Street immediately narrows from a 40 wide street with curbs, gutters and sidewalks to a country lane that is approximately 30 feet in width and without curbs, gutters, or sidewalk. The northern section of Grove Street is a mix of lot sizes with rural residences mixed with open fields and one area used as a vineyard. The rural atmosphere is enhanced by a band of riparian vegetation extending along the east side for approximately 450 feet south of the Travelodge Motel.

Further south toward the central section of Grove Street, a denser and more regular pattern of mostly single-family residences face toward the street. This area also includes a couple of properties used for duplexes barely noticeable as such by passing motorists. This section of Grove Street also has a few visually significant historical houses, such as large Italianate houses at 14851 and 14891 Grove Street. Such houses with their gracious 19<sup>th</sup> century architecture, large spacious yards, heritage trees, and picket fences along the street are an important visual as well as historical element of the Grove Street neighborhood.

While a repetition of historic styles in some of the older houses lining Grove Street, particularly in the central and south ends of the street within the plan area, provide a semblance of a distinctive or unified neighborhood design unity, diversity is also a key characteristic of the area, both in terms of land use and architecture. This diversity includes a mix of lot sizes, building setbacks, architectural styles, and property uses as often typically found in a town's rural fringes. In addition to residences, there are two existing commercial uses found in the central and southern sections of Grove Street: Seghesio Winery and the site of the former M & I air drilling. Also found near the south end of Grove Street (relative to plan area boundaries) is commercial use, the Branscomb Nursery.

Another non-residential use, the Healdsburg Convalescent Hospital is not readily visible from Grove Street since it is located behind existing single family houses with access by a private driveway between the houses. A number of other private driveways provide access to several houses on lots which do not front Grove Street and which are also hidden or partially hidden from view along the street.

The section of Grove Street in the vicinity of W. Grant Street is characterized by a relatively high concentration of historic or visually significant dwellings and large trees. This area also has the most trees located closely adjoining the street. These include several walnut and maple, a few of which are large enough to qualify as heritage trees.

The south boundary of the plan area and Grove Street neighborhood is marked by Norton Slough. This creek and associated riparian vegetation is visible from the south end of Grove Street and in particular from the new Grove Street extension where it crosses this small creek. This riparian vegetation, a scenic feature of the area, is also visible from Highway 101.

- West Grant Street

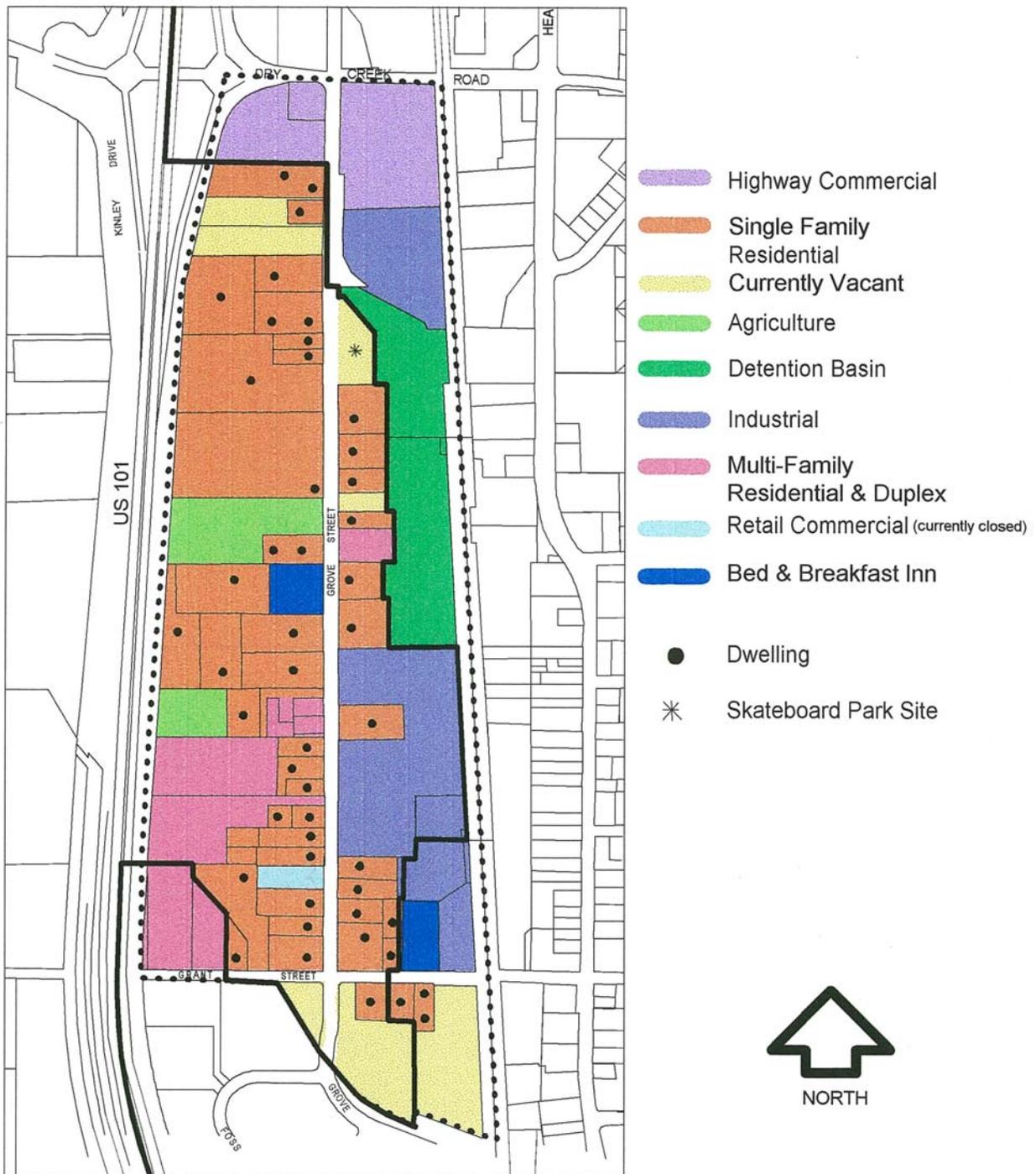
Most of W. Grant Street in the plan area is similar to the south end of Grove Street. This street also has a few historic houses and as an older, developed area, has a number of large trees. The west end of the street crosses Norton Slough and ends at the Harvest Grove apartments. East of Grove Street, the street descends a low hill marking the site of the intersection. With this transition in topography, land uses on the parcels on both side of W. Grant Street adjacent to the NWP railroad tracks quickly change from residential to industrial. These include the McIntyre tile factory housed in an historic warehouse building on the north, and a currently vacant property used for parking trucks on the south.

### **Existing Land Uses in Plan Area**

As shown in Figure 3-1, the plan area has a mix of existing land uses. In general, however, land uses within the City portion of the plan area are predominately industrial and highway commercial, while much of the plan area outside the existing City limits is residential.

At the north end of Grove Street within City limits and along Dry Creek Road are several properties used for Highway Commercial. This area includes a restaurant (Adel's), two motels (Dry Creek Inn and Travelodge), and a gas station (Exxon). East of Foss Creek and accessed from Dry Creek Road is the Vintage Water Works, an irrigation supply business. Immediately to the south and also on the east side of Foss Creek is a property used by a construction contractor for an office and equipment storage yard and which is accessed from Grove Street via a bridge crossing the creek. Immediately south of this property is the City's detention basin along the west side of Foss Creek, along with a one-acre property currently vacant but planned for a skate park by the City.

Along most of Grove Street, single-family residences are the predominant land use with access by private driveways. Grove Street also provides access to three properties that are used for multi-unit housing. These include a property with four units of duplex housing on the west side of Grove Street, another property with four units of duplex housing on the east side of Grove Street, and the 46-bed Healdsburg Convalescent Hospital along with four employee apartments on a private road accessed from Grove Street, also on the west side of Grove Street. Grove Street also provides access to two non-residential land uses on Grove Street.



**Figure 3-1 Existing Land Uses in the Plan Area**

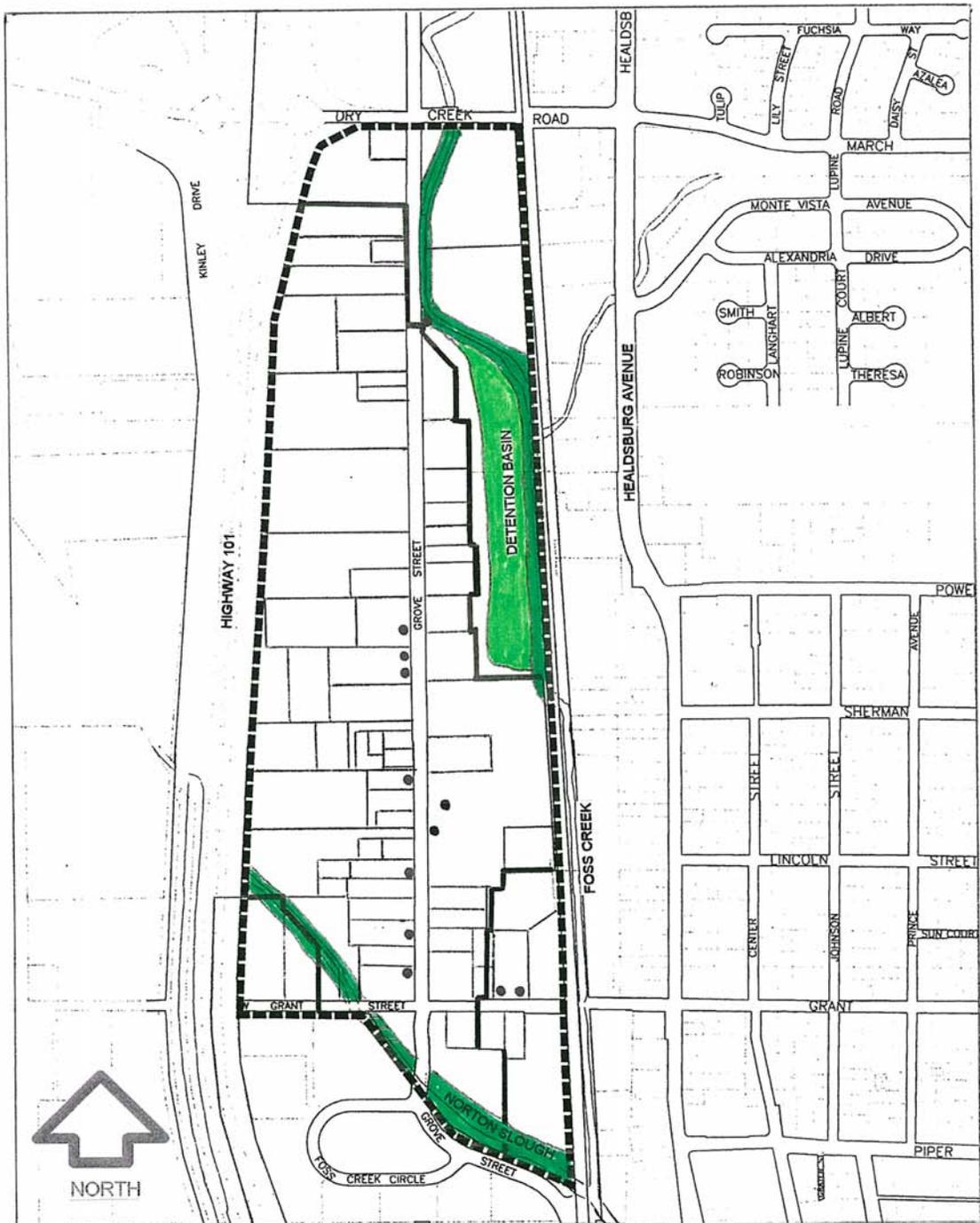
These include the building formerly housing the M & I air drilling company, and the Seghesio Winery, both light industrial uses on the same property. About five properties accessed by Grove Street are currently vacant. Two properties are used for agriculture, including one property with approximately two-thirds of a 3.4-acre property used for a vineyard, and a portion of a 5.08 property used for grazing sheep. One of the residential properties on Grove Street also is used for a bed and breakfast inn (The Honor Mansion). All of this area remains within County jurisdiction (except the convalescent hospital property), although annexation and rezoning have been approved by the City for the Seghesio Winery.

The west end of W. Grant Street provides access to an existing 44-unit low-income apartment project (Harvest Grove, built by Burbank Housing Development Corporation), about eight single-family dwellings, and another residential property also used as a bed and breakfast inn (Calderwood Inn). South of W. Grant Street and bisected by the new extension of Grove Street are two vacant parcels. Both of these parcels have been approved by the City for annexation and pre-zoning. The east end of W. Grant Street in the plan area provides access to the McIntyre Tile Company and Evans Design Group, situated immediately west of this B & B within the City limits of Healdsburg and adjacent to the NWP railroad tracks. Across from the McIntyre Tile Company on the south side of W. Grant Street is a currently vacant property that was formerly a liquid propane gas depot (Amerigas) and truck repair yard, and now approved as the site of proposed Assisted Living and Alzheimer Care Facilities.

### **Significant Environmental and Historic Features of Area**

Significant Natural Vegetation/Wildlife Habitats Most of the plan area has been previously modified for agricultural, residential or industrial land uses and relatively little area of natural vegetation or habitat remains. However, two corridors of riparian habitat are included in the neighborhood plan area: Norton Slough, located in part along the southern boundary of the plan area, and Foss Creek, which adjoins most of the eastern boundary of the plan area. In addition, the plan area also includes a few acres of man-made seasonal wetlands located within the City Detention Basin adjacent to the west bank of Foss Creek. These two connecting riparian corridors and the adjoining wetland area comprise the most significant habitat in the plan area in terms of biological and wildlife habitat values, and as such are considered environmentally sensitive. A more detailed description of these environmentally-sensitive habitat areas is included in the Grove Street Neighborhood Plan Background Report, available at or on file at the City of Healdsburg Planning Department. The location of these environmentally-sensitive habitats is shown in Figure 3-2.

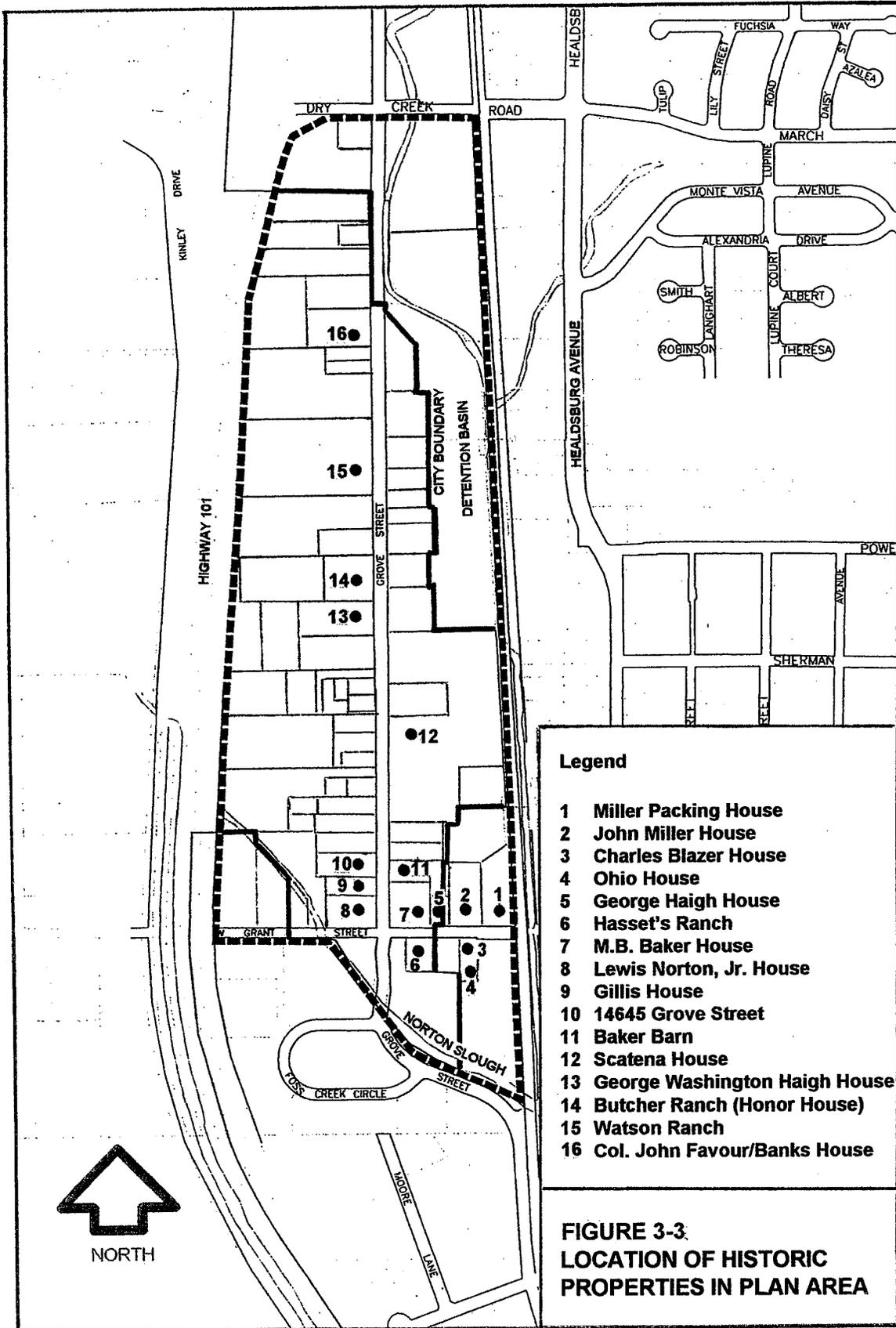
Historic- and Architecturally-Significant Structures A number of structures located in the Grove Street and W. Grant Street neighborhood have been included in the California Department of Parks and Recreation, Office of Historic Preservation, Historic Resources Inventory. One of the buildings in the plan area included in this inventory, the Roma (Seghesio) Winery, located at 14730 Grove Street and constructed in 1890, no longer exists due to destruction by fire. There are additional buildings in the Grove Street area that were not included in the state historic resources inventory, but due to their age, could be considered contributors to the historical setting and value of the area, although they would not qualify individually for historic designation.



**FIGURE 3-2  
SIGNIFICANT BIOLOGICAL RESOURCES FOUND IN THE PLAN AREA**

- RIPARIAN WOODLANDS
- POTENTIAL SEASONAL WETLANDS
- KNOWN LOCATIONS OF HERITAGE TREES

A full listing of these structures, identified by historic name (if any) and street address, and a brief summary of information from the historic resource survey forms included in the Historic Resources Inventory, was included in the Grove Street Neighborhood Plan Background Report, available or on file at the City of Healdsburg Planning Department. This listing is numbered according to location as shown in Figure 3-3.



## Chapter 4 Land Use Element

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This chapter of the Neighborhood Plan is intended to provide specific objectives, policies, and standards focusing on appropriate land use designations and zoning for properties within the plan area. In addition to policies and objectives included in this Neighborhood Plan, all Land Use Goals, Policies, and Implementation Programs contained within the City General Plan (Part II, pp. 19-23) are applicable to the plan area with noted exceptions. Information on existing land use in the plan area is given in the previous chapter.

### **Land Use Plan**

A land use plan for the plan area is shown in Figure 4-1. The following goals and policies have been identified as forming the basis of the land use plan and land use designations included in this Neighborhood Plan:

#### ***Goals***

- Preserve and enhance the integrity and distinct qualities of the Grove Street neighborhood, including its numerous historic structures, varied land uses, and heritage trees, through appropriate land use designations and zoning.
- Provide a pattern of land use that reflects historical patterns while accommodating future growth and meeting a range of local housing needs.
- Protect residents of the plan area from existing and future traffic noise levels by the appropriate designation of land use and zoning along Highway 101 and Grove Street.
- Given limited land and financial resources, provide for neighborhood and community recreational and park needs by making full use of existing publicly-owned properties, while protecting significant biological resources and adjacent residential uses.

#### ***Policies***

- The City will establish a new, separate zoning district along the northern portion of the Grove Street corridor, and will use restrictions on building orientation and size, setbacks, and parking to ensure that new structures facing Grove Street are visually compatible with existing development along this street. Any new non-residential land uses allowable under applicable zoning along Grove Street shall be allowed only if consistent with this Neighborhood Plan and standards included in the plan intended to ensure compatibility with the overall residential character of the area based on design review and approval by the City Planning Commission. The City will allow new commercial and office uses subject to conditional use permit approval only upon a finding that such uses will not adversely affect existing residential uses on adjoining properties, or result in the demolition of historically significant buildings.

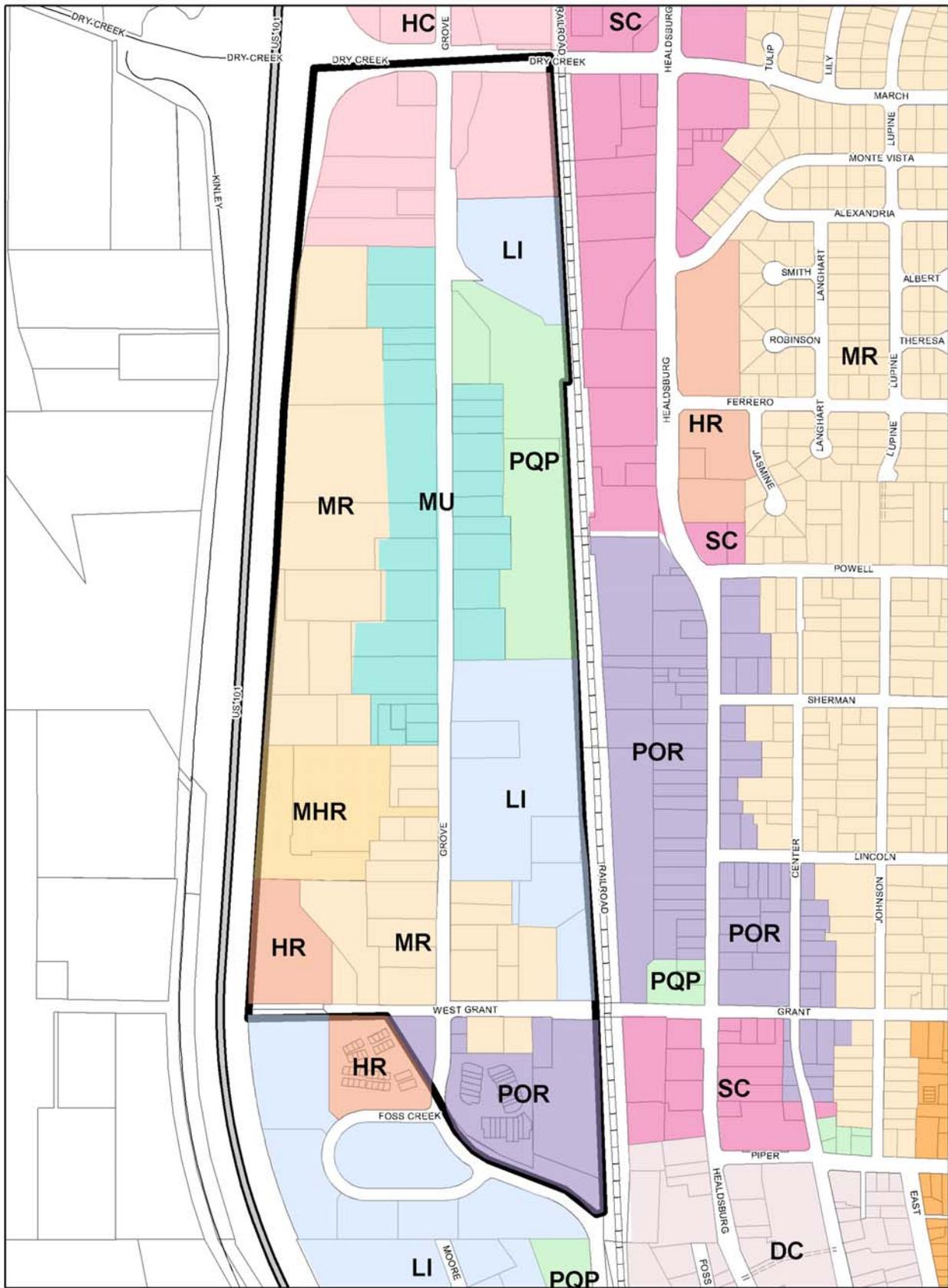


Figure 4-1 Land Use Plan

- The boundary shown between the Mixed Use land use designation and the adjacent Medium Density Residential land use designation on Figure 4-1, along with the same boundary in the Prezoning Plan as shown in Figure 4-2, where not defined by an existing property boundary, may be modified based on development plans proposed for affected properties. In such case, the exact location of this boundary must be determined and approved at the time such properties are annexed.
- Development at the interface of different land use designations shall be designed to ensure compatibility between the uses. Residential uses shall be buffered from commercial or light industrial uses where the two abut at the property line by ample building setbacks and landscaping on the commercial or light industrial parcel. Where residential uses of significantly different densities abut, buffering shall be provided on the higher density parcels (Note: This is the same as Land Use Policy C-6 on page 21 of the General Plan).
- The City will require site specific noise assessment studies where proposed new residential development will abut existing noise sources, including Grove Street, Highway 101, and any existing light industrial or commercial use, as well as where proposed new light industrial or commercial development will abut existing residential use. Where necessary, projects shall include noise mitigation in accordance with the recommendations of the noise assessment study and as needed to meet noise standards included in Table 25 of the City Zoning Ordinance. Noise mitigation strategies that avoid use of sound walls are required along Grove Street, and encouraged along Highway 101 and other locations.

### **Land Use Designations**

The land use plan as shown in Figure 4-1 designates land in the plan area according to the following land use categories:

**Mixed Use (MU)** This designation is intended to allow certain commercial and office uses while preserving the overall residential character of the area. Single family and duplexes are allowed on lots of at least 12,500 sf. It is applicable to properties or portions of larger properties which have frontage on the northern portion of Grove Street. The maximum square footage of non-residential buildings is limited to 4,000 square feet.

**Medium Density Residential (MR)** This designation intended for residential development applies to a majority of properties in the plan area currently outside City limits which do not have frontage on Grove Street, in addition to properties which front the southern portion of Grove Street and adjacent properties on W. Grant Street. This designation provides for single-family homes on individual lots within the density range of 3.01-6.00 dwelling units per gross acre and for similar or compatible uses.

**Medium High Density Residential (MHR)** This designation allows for residential uses within a density range of 6.01 and 8.00 dwelling units per gross acre. In the plan area, it only applies to the Healdsburg Convalescent Hospital property, recently annexed (July 1998) into the City, and located on the west side of Grove Street just north of Norton Slough. In addition, it applies to two adjacent relatively small properties southwest of the convalescent hospital, which are proposed to be included in the proposed expansion of this facility.

**High Density Residential (HR)** This designation provides for single family and multi-family units, including apartments, mobile home parks, townhouses, and condominiums, within the density range of 6.01-12.00 units per gross acre, and for similar and compatible uses. A density bonus may be granted for developments that reserve units for low and/moderate income households, are of superior design, or include significant public recreational facilities or other public facilities which benefit the entire community. This designation applies only to the property used for the Harvest Grove apartments built by the Burbank Housing Development Corporation to provide affordable housing and located at the west end of W. Grant Street.

**Professional Offices-High Density Residential (POR)** This designation provides for professional and administrative offices, medical and dental clinics, laboratories, and multi-family units, including apartments, townhouses, and condominiums, within the density range of 6.01 to 12.00 dwelling units per gross acre, and for similar and compatible uses. Density bonuses may be granted for the provision of affordable housing, or for developments that provide significant public resources or are of superior design. The maximum allowable floor area ratio (FAR) for offices is .50. (Note: FAR is the mathematical number derived by dividing the gross floor area of all buildings on a site or lot by the area of the total area of a site.)

This designation applies to four properties located at the south end of the plan area and south of W. Grant Street. Two of these properties adjoin the new southern extension of Grove Street and are currently vacant, while a property adjoining the NWP railroad at the southeast corner of the plan area is currently planned for an Elder/Alzheimer's Care facilities. Another property just to the west of this site is also designated POR based on existing housing density.

**Highway Commercial (HC)** This designation provides for hotels, motels, restaurants, service stations, retail stores catering principally to highway travelers and tourists, and for similar and compatible uses. High Density Residential uses may be permitted when subordinate to allowable commercial uses. The maximum allowable floor area ratio (FAR) is .50.

This designation applies to properties within City limits located along Dry Creek Road or at the northern end of Grove Street and currently used for motels, a gas station, and a vineyard irrigation and supply business. In addition, three vacant or residential parcels currently outside City limits and located just south of these properties on the west side of Grove Street are also included in this land use designation. Highway Commercial use of these additional three properties is intended to provide a compatible use for an area that is already significantly impacted by traffic-related noise from adjoining Highway 101 in the vicinity of the Dry Creek Road intersection, as well as provide some buffering to nearby new or existing dwellings.

**Light Industrial (LI)** This designation provides for industrial parks, research/office parks, warehouses, wineries, offices, and manufacturing activities not generating significant off-site impacts, and for similar and compatible uses. Residential uses other than for watch and caretaking personnel are prohibited. The maximum allowable floor area ratio (FAR) is 0.50.

This designation applies to a property in the northeast portion of the plan area, accessed by a bridge crossing Foss Creek from Grove Street, where a storage unit facility is planned, the Seghesio Winery property on the east side of Grove Street, and the McIntyre Tile Company and the Evans Design Group along the west side of the NWP railroad tracks on W. Grant Street.

**Recreation and Parks (RP).** This designation provides for publicly-owned parks, recreation and cultural facilities. In the plan area, this designation is given to City-owned properties planned as the site for the Warner Carson skate park and for the detention basin. The latter is proposed to be used for a passive recreation-oriented open space or nature preserve type park. It is expected that the basin portion of this area would continue to be used as a flood control facility during the winter months, in conjunction with provision of a loop trail around the basin for public access and similar types of low-key passive recreational facilities compatible with this purpose and maintenance of a sanctuary for local native plants and wildlife.

### **Prezoning Plan**

All of the properties in the plan area within City limits are already zoned by the City. The zoning of properties in the plan area within City limits is shown in Figure 4-2. The Neighborhood Plan retains all existing zoning designations for properties in the plan area which are within existing City limits.

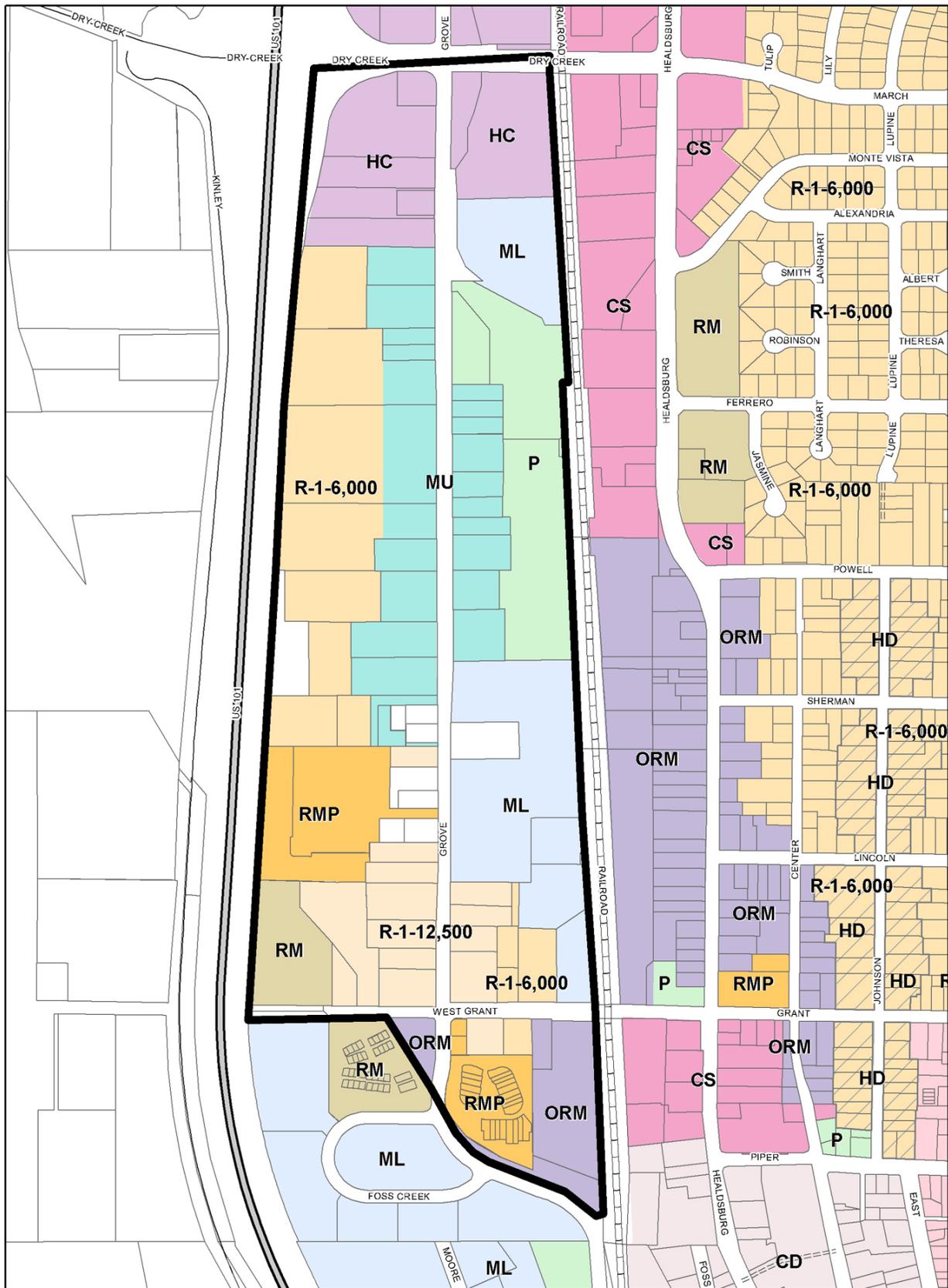
All properties within the plan area remaining outside City limits must be prezoned prior to any annexation by the City. Prezoning is the designated zoning district that will apply to properties once they are annexed into the City. Prezoning is generally adopted by the City in conjunction with either the approval of a plan such as this Neighborhood Plan for an entire area, or in conjunction with an annexation request for a single property or group of properties by property owners.

Two properties in the plan area outside of City limits have already been prezoned "ORM". These two properties adjoin Grove Street just south of W. Grant Street, adjoining Norton Slough and the southern boundary of the plan area.

The Prezoning Plan is shown in Figure 4-2. The plan is intended to retain Grove Street's distinct character and protect the overall residential character of the area by allowing a limited number of relatively low traffic generating types of commercial and office uses on lots facing Grove Street along the northern portion of the street. The plan is also intended to protect the historical resources of the plan area by zoning the southern portion of Grove Street (with the highest concentration of historical buildings in the plan area) as R-1 12,500.

The Prezoning Plan prezones land in the plan area outside of city limits according to the following zoning districts.

**Grove Street Mixed Use Zoning District (MU)** This new zoning district applies only to properties or portions of certain large, currently vacant properties fronting the northern portion of Grove Street, and designated Mixed Use in the land use plan. In addition to the general purpose and objectives of the R-1, One-Family Dwelling District, the Grove Street Mixed Use Zoning District will be established for the following specific purposes:



**Figure 4-2 Existing Zoning / Prezoning Plan**

- To preserve as many as possible of the desirable characteristics of one family residential districts while permitting certain limited commercial and office uses where deemed compatible with residential uses along Grove Street.
- To protect the historic character and setting of the Grove Street neighborhood by providing special set back, building size, and design review requirements to ensure compatibility of new development with older development in the area.

This district will allow single-family dwellings, such as currently exist on many of these properties, in addition to certain limited commercial and office uses deemed compatible with existing and future residential uses. The following table lists the permitted and conditional uses allowable in this new zoning district:

**Table 4-1. Permitted and Conditional Uses under the Mixed Use Zoning District**

<b>Permitted Uses</b>	<b>Conditional Uses</b>
Accessory structures and uses	Churches, religious institutions
Single family dwellings	Private non-commercial clubs and lodges
Duplex dwellings	Professional and administrative offices related to health services, including pharmacies.
Family day care, small	Spa, day use
Professional, administrative and business offices, excluding medical and dental.	Spa, overnight stay
Psychologist, psychiatrist, counseling and therapy offices	Antique stores
Public utility and services uses	Art and drafting supply stores
Sanitariums and nursing homes (6 or fewer residents)	Arts and crafts schools
Art galleries and picture framing with art sales	Arts, crafts, and hobby store, including instructional classes as an accessory use.
Barber shops, beauty shops	Bed and breakfast inns
Photography shops, studios and/or photo supply stores	Bicycle sales and repairs, including rentals
Home occupations	Family day care, large
	Florists (including outdoor sales)
	Dance studios
	Nurseries and garden supply stores
	Private museums
	Sanitariums and nursing homes (more than 6 residents)
	Neighborhood retail stores

Other than the increased number of permitted and conditional uses allowed, for the most part, this zoning district will be similar to the R-1 12,500 zone (One-Family Dwelling District - 12,500 square feet minimum lot size). The primary difference is a requirement for an increased front setback of 30 feet (versus 25 feet). In addition, to ensure that any structures used for

commercial or office uses permitted under the Grove Street Mixed Use Zoning District are similar in size and scale with existing dwellings along Grove Street, the total square footage of new building to be used for non-residential purposes shall not exceed 4,000 square feet. This limit would apply to the principal building and not include any accessory buildings.

This district also allows a reduced rear setback for garages and carports accessed by a rear alley. In cases where this access is provided, the rear setback shall either be no more than 5 feet or no less than 20 feet from the edge of the paved alley. Otherwise, zoning requirements are mostly the same as under the R-1 12,500 zoning district. This includes a minimum lot size (net) of 12,500 square feet. The minimum lot width is 50 feet (plus an 5 feet on corner lots). The minimum side yard requirement is 5 feet for single story structures and 10 feet for two-story structures, as well as a minimum of 10 feet for the street side of a corner lot. For the principal dwelling unit, the minimum rear yard is 25 feet. For residential use, the maximum site coverage is 30 percent.

**One-Family Dwelling District (R-1 12,000)** This zoning district is applicable to certain properties designated Medium Density Residential in the land use plan and fronting on either Grove Street or W. Grant Street in the southern portion of the plan area. In general, all R-1 zones in Healdsburg, including the R-1 12,500 district, allow one family dwellings and accessory structures, small family day care businesses, nursing homes or sanitariums with six or fewer occupants. Various conditional uses are allowed upon approval of a use permit, requiring approval by the City Planning Commission. (Note: For a detailed listing of permitted and conditional uses allowable in R-1 districts, see the City of Healdsburg Zoning Ordinance.) In all R-1 districts, the maximum building height for all main structures is 35 feet (with certain exceptions such as for chimneys, antennas, and similar architectural features). The provisions of optional overlay zones including Residential Master Plan (“RMP”) and Planned Development (“PD”) may also be used in all R-1 districts, if desired for projects on residentially zoned properties in the City in conjunction with general plan land use limitations.

The R-1 12,500 district requires a minimum lot size (net) of 12,500 square feet. The minimum lot width is 50 feet (plus an 5 feet on corner lots). The minimum side yard requirement is 5 feet for single story structures and 10 feet for two-story structures, as well as a minimum of 10 feet for the street side of a corner lot. For the principal dwelling unit, the minimum rear yard is 25 feet. For residential use, the maximum site coverage is 30 percent.

**One-Family Dwelling District (R-1 6,000)** This zoning district is applicable to properties or portions of properties designed Medium Density Residential in the land use plan comprising either interior properties or portions of properties not directly fronting Grove Street.

The R-1 6,000 district requires a minimum lot size (net) of 6,000 square feet. The minimum lot width is 50 feet (55 feet on corner lots). The minimum front yard requirement is 20 feet. The minimum side yard requirement is 5 feet for single story structures and 10 feet for two-story structures, as well as a minimum of 10 feet for the street side of a corner lot. For the principal dwelling unit, the minimum rear yard is 25 feet. However, for garages and carports accessed by a rear alley, the rear setback shall either be no more than 5 feet or no less than 20 feet from the edge of the paved alley. The maximum site coverage is 35 percent.

**Office and Multiple Family Residential (ORM)** This zoning district is applicable to properties designated as POR in the land use plan. In general, the ORM district allows for offices and multi-family dwellings. As with the R-1 zone, various conditional uses are allowed upon approval of a use permit, requiring approval by the City Planning Commission (see note above.)

The ORM district requires a minimum lot size (net) of 6,000 square feet. The minimum lot width is 60 feet (70 feet on corner lots). The minimum front yard requirement is 20 feet. The minimum side yard requirement is 5 feet for single story structures and 10 feet for two-story structures, as well as a minimum of 10 feet for the street side of a corner lot. The minimum rear yard is 25 feet. The maximum site coverage is 35 percent. The maximum building height for all main structures is 35 feet within 100 feet of residentially zoned properties, and 45 feet at other locations.

**Commercial Highway (CH)** This zoning district is applicable to properties designated as *HC* in the land use plan. In general, the CH zone allows for establishments catering to tourists and highway travelers. As with the other zones described above, various conditional uses are allowed upon approval of a use permit, requiring approval by the City Planning Commission (see note above).

The CH district requires a minimum lot size (net) of 20,000 square feet. The minimum lot width is 100 feet and minimum lot depth is 120 feet. The minimum front yard requirement is 15 feet. The minimum side yard requirement is 15 feet for interior sides and 15 feet for any corner side. The minimum rear yard is 10 feet. The maximum site coverage is 60 percent. The maximum building height is 50 feet, excepting certain ancillary architectural features (see Article 18, City Zoning Ordinance).

**Light Industrial (ML)** This zoning district is applicable to properties designated as LI in the land use plan. In general, the *ML* zone is intended to accommodate a range of light industrial, light manufacturing and assembly, research and development, business park, wholesale and warehousing uses, all of which do not have significant nuisance features in respect to adjoining land uses, including residential areas. As with the other zones described above, various conditional uses are allowed upon approval of a use permit, requiring approval by the City Planning Commission (see note above).

The ML district requires a minimum lot size (net) of 20,000 square feet. The minimum lot width is 100 feet and minimum lot depth is 120 feet. The minimum front yard requirement is 15 feet. There is no minimum side yard requirement for interior sides; however, the minimum side yard requirement is 15 feet for any corner side. The minimum rear yard is 10 feet. The maximum site coverage is 60 percent. The maximum building height is 50 feet, but is limited to 35 feet if within 20 feet of a residentially-zoned parcel. Secondary and appurtenant structures, such as water towers, silos and similar structures may have a maximum height of 100 feet provided that they are at least 200 feet from a residential property.

**Public (P)** This zoning district is applicable to existing City-owned property in the plan area, including the detention basin and the proposed skate park site. In general, the P district applies to parks, recreational areas, playgrounds, and other publicly-owned facilities such as water

storage tanks and municipal electrical equipment yards. There are no minimum site area or setback requirements.

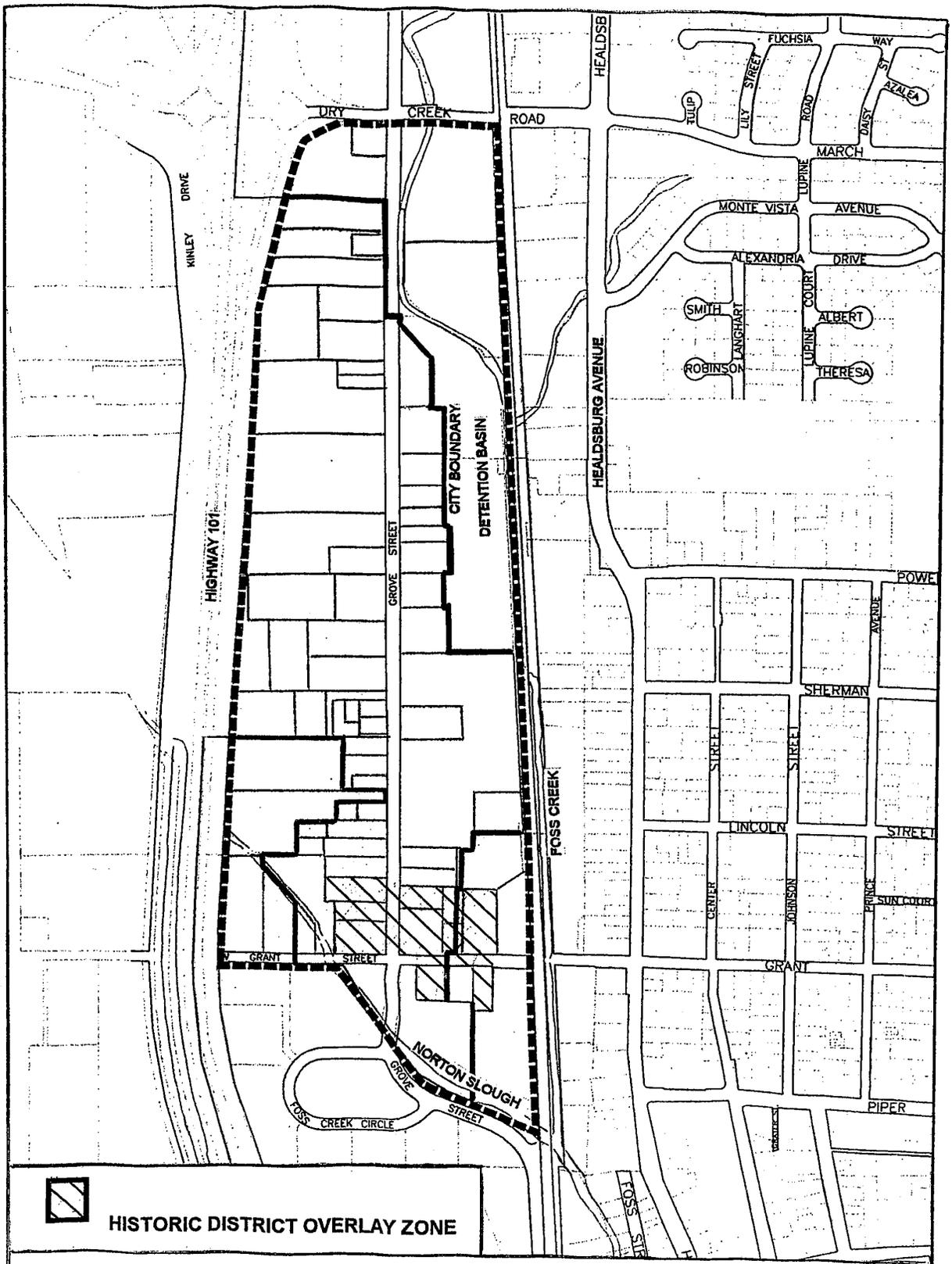
### **Potential Historic District Overlay**

In addition to the rezoning designations included in the Rezoning Plan, the area in the vicinity of the Grove Street and W. Grant Street intersection is recommended as a potential historic district (H-D Overlay), if and when the area is annexed to the City, to protect the historic buildings in this area from inappropriate construction or remodeling. This Neighborhood Plan does not require that these properties be designated as part of an historic district overlay district, but recommends that this designation be considered if it is supported by a majority of affected property owners.

The purpose of the H-D overlay is to preserve, maintain and enhance the historic integrity of designated areas within the City that are of historic significance or contain significant historic structures. Designation of this area as a *H-D* overlay district would provide a process for review of proposed alterations and/or restorations of historic significant structures. It also provides encouragement of public and private enhancement of historic districts through placement of compatible street furnishings, restorations of privately owned buildings and landmarks. The Planning Commission, designated as the Historic Committee for the purposes of enforcing the provisions of this district's regulations, is empowered to approve projects undertaken pursuant to Title 24 of the California Architectural Code and Historic Building Code.

Potential boundaries of the Grove Street H-D overlay district are shown in Figure 4-3. Boundaries of this potential historic district would be subject to further study and recommendations of the City Planning Commission, acting in its role as the City's designated Historical Committee.

If so designated, all uses permitted in the base zone, and conditional uses conditionally permitted, would be allowed. Permits from the Historic Committee would be required for the construction, alteration or demolition of any designated historic building and for any building or structure within an historic district which results in a permanent change to the building involving an increase of more than 25% in the floor area (within a 24 month period of time), or more than 400 square feet for accessory buildings.



**Figure 4-3 Potential Boundaries of the Grove Street and West Grant Street Neighborhood Historic District**

## Chapter 5 Housing Element

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The objective and policy set forth in this element apply specifically to residential land uses in the plan area. Goals, policies, and implementation measures found in the City of Healdsburg General Plan Housing Element and the requirements of the City's Inclusionary Housing Ordinance are also applicable to the plan area.

### **Objective**

- Ensure that at least a portion of the new housing units in the Neighborhood Plan area are affordable to households with moderate or below incomes, or contribute to the construction of housing for moderate, low and very-low income households in the City.

### **Policy**

- The provisions of the City's Inclusionary Housing Ordinance shall be enforced in portions of the plan area within City jurisdiction to ensure provision of housing opportunities consistent with the goals and policies of the City of Healdsburg General Plan Housing Element.

The plan area currently serves the housing needs of a fairly broad range of individual and family incomes, from luxury single-family homes on large lots to small rental units associated with duplex and apartment housing. The plan area also includes three properties within City limits which have been designated with an overlay zone referred to as the Affordable Housing Overlay Zoning District 1 (AH-1), which provides property owners with the flexibility of developing their properties either under the auspices of the base zone (i.e., ML or ORM) or under the auspices of the AH-1 District. This overlay district permits a higher number of units than otherwise allowed, along with reduced restrictions and standards, nor any other discretionary reviews (other than design review of proposed building and landscape features). In exchange, AH-1 units are restricted to individuals and families with very low- and low-incomes. To date, one affordable housing project has been built on one of these three properties, Harvest Grove Apartments, at the west end of W. Grant Street. The other two properties are currently planned to be developed for either light industrial (storage units) or as an Assisted Living and Alzheimer's Care Facility.

Since ensuring an adequacy of land zoned and serviced to provide and maintain affordable housing is a goal of the City General Plan Housing Element, the City enforces an *Inclusionary Housing Ordinance* which makes it mandatory for new residential projects proposed in the City (including any annexed portions of the plan area), intended for sale, lease or rent to "above-moderate" income households, to make provision for setting aside housing for households of moderate, low and very-low incomes (i.e., "inclusionary" units). Classifications of household income ranges are based on yearly household income information compiled by the State of California Department of Housing and Community Development and distributed to local communities.

In the plan area, such projects subject to the City's *Inclusionary Housing Ordinance* would include tentative parcel and subdivision maps, Planned Developments and Residential Master Plans, and applications for building permits for new dwelling units, other than secondary dwelling units constructed pursuant to Ordinance No. 950 ("granny flats") and guest quarters adjacent to existing residences. For these projects, the project proponent must indicate on the application the total number of proposed dwelling units and the income levels at which the dwellings are proposed to be sold, leased or rented.

For projects with ten (10) or more units, at least ten (10) percent of the housing units which are intended for sale, lease or rent to above-moderate income households must be reserved for sale, rent, or lease to households of low and very-low incomes. A method for meeting inclusionary housing requirements could include construction of inclusionary units on any additional minimum sized (i.e., 6,000 square feet) lots allowed in accordance with a combination of density bonuses granted as the result of the Affordable Housing (AH-2) overlay zone. For projects with less than ten (10) units, the project proponent may elect to pay a fee of \$1,500 per unit to the City for the purpose of constructing affordable housing within the community. Other methods for meeting the inclusionary housing requirements would include construction of inclusionary units on another site within the City, dedication of land for affordable housing purposes, and other equivalent methods that meet the intent of the General Plan Housing Element and are approved by the City.

In addition to these and other affordable housing strategies (see Housing Element of City General Plan for more details), the density bonus provisions of state law encourage the development of affordable housing by requiring a density bonuses new residential development which provide certain minimum percentages of units affordable to very low- or low-income households.

## Chapter 6 Circulation Element

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The Circulation Element describes the components of the system for vehicular, pedestrian and bicycle movement within the neighborhood plan area. This Circulation Element is intended to provide the framework for implementing safe, adequate, and convenient access for both existing and future development in the plan area. The Circulation Element also addresses the general requirements for the provision of a pedestrian and bicycle path network along public streets.

Goals and policies found in the Transportation section of the Healdsburg General Plan (Part II, Section IV, pp. 66-71) are also applicable to the plan area, except for City Streets Standards (illustrated on page 18), which would be superseded by the standards provided in this Element.

### **Circulation System**

The primary street providing access to most of the plan area is Grove Street. Until 1997, this street extended from Dry Creek Road at its north end, to its southern end at West Grant Street. West Grant Street provided the outlet from the south end, extending to Healdsburg Avenue to the east. To the west of Grove Street, West Grant Street has no outlet as it was blocked by the construction of U.S. 101.

The City of Healdsburg General Plan which was adopted in 1987 designated Grove Street as an arterial street to provide an alternative north/south alternative to Healdsburg Avenue. As it was expected that new growth in the City, particularly at the north end, would substantially increase traffic, this was intended to avoid the substantial environmental and aesthetic effects of widening the already developed section of Healdsburg Avenue between the downtown area and Powell Avenue that would otherwise be needed to accommodate this increase in traffic.

To implement the General Plan, in 1997, the City of Healdsburg extended Grove Street to the north and south. The south end of Grove Street now becomes Vine Street at North Street just south of the plan area. To the north of the plan area, Grove Street now extends to join Healdsburg Avenue in the vicinity of Chiquita Road. This has improved circulation, but has also brought more traffic into the plan area.

In Transportation Policy A-2, the General Plan states that improvements for certain streets, including Grove Street, can deviate from street standards adopted as part of the plan in order to preserve neighborhood character and existing mature trees. In 1993, the City of Healdsburg adopted a street standard for Grove Street in conjunction with the certification of an EIR addressing the environmental impacts of the project to extend the roadway. This standard calls for the eventual creation of a three lane 42-foot wide street, including a center turning movement lane, along with five-foot sidewalks on either side. No on-street bike lane was included as part of this standard. Although substantially narrower than the City's adopted arterial street standard, which calls for a 64 foot wide facility, the EIR found that its

implementation would still have significant adverse effects on neighborhood character and existing mature trees.

In subsequent City sponsored meetings with residents and property owners, the concern has also been raised that widening Grove Street to this extent would encourage higher traffic speed. Maintaining a safe environment in terms of keeping traffic speed within posted limits is also a function of adequate law enforcement, which is currently hampered by the fact that most of Grove Street in the plan area remains outside of City limits and is, therefore, not within the jurisdiction of the City Police Department.

Subsequent to the adoption of a street standard for Grove Street in 1993, the City has completed new traffic studies based on more recent development plans and growth estimates, and it has been determined that a three lane road, with a center turn lane, is no longer needed. This Neighborhood Plan, therefore, creates the opportunity of revising the street standard for Grove Street to provide a street more conducive to preserving existing neighborhood character and mature trees.

Grove Street presently utilizes an approximately 60-foot wide right of way. This width, in conjunction with a narrowed roadway, is expected to be sufficient for allowing some on-street parking bays in conjunction with meandering the roadway to slow down traffic. Consistent with this concept, this plan provides a street standard for Grove Street that minimizes its width while adequately providing for the circulation needs of both the neighborhood and the City as a whole. For public safety purposes and to improve traffic flows, the plan also includes policies, standards, and a conceptual street plan that seeks to minimize new street intersections and driveway cuts along Grove Street.

Grove Street, with the exception of the north end (already within City limits) and south end (south of W. Grant Street), currently lacks sidewalks and any facilities for bicycles. Pedestrians currently use either the roadway or the graveled road shoulders. Traffic increases associated with new development in both the plan area and citywide will increase the need for sidewalk and bicycle facilities to ensure public safety. Pedestrian and bicycle traffic will also be increased with the creation of the proposed skate park on Grove Street in the northern portion of the plan area.

The City of Healdsburg Bicycle Route Master Plan designates Grove Street as a route to be used for Class II bike lanes. However, on-street bike lanes have the effect of increasing the street width, and an increased street width can encourage higher speed traffic. Therefore, in order to keep the width of Grove Street as narrow as possible, the Neighborhood Plan accommodates needed pedestrian and bicycle facilities through Class I bike paths that would also be used as pedestrian sidewalks along each side of Grove Street. Given the relatively low volumes of pedestrian and bicycle traffic that are anticipated, a path can be used to serve both bicyclists and pedestrians on each side of Grove Street. In conjunction with separating these paths from the roadway by landscaped strips with street trees, this will help in minimizing the width of pavement that in turn will discourage high speed traffic and provide a more visually attractive streetscape. On new minor residential streets, bicycle and vehicular traffic can safely share the roadway due to much lower traffic volumes.

To the extent that it is possible, given the fact that many properties remain undeveloped or underdeveloped for which eventual development plans remain unknown, it is desirable to coordinate the design of street improvements along Grove Street with plans for storm drainage, driveway and access roads, and lateral utilities. To minimize inefficiencies and disruption caused by phasing of construction over a long period of time and on a property-by-property basis, it would be advantageous to implement improvements to Grove Street either all at once or on a coordinated, orderly and planned section-by-section basis rather than piece meal and on a property-by-property basis. At a minimum, there is a need for a coordinated design approach to allow any improvements that must be incrementally implemented by necessity to fit into long-term plans.

The objectives, policies, and design standards in this Neighborhood Plan have been formulated with the intent of establishing a distinctive system tailored specifically to accommodate vehicular movement and parking in the neighborhood plan area. A conceptual circulation plan has been designed with full consideration of potential development in the plan area. The following objectives and policies have been identified as the basis for the conceptual circulation plan and standards for streets, sidewalks and bicycle facilities included in this Neighborhood Plan:

### ***Objectives***

- Establish a network of streets in the plan area that facilitates safe, convenient and efficient access to as well as movement within and through the entire plan area.
- Consolidate street access along Grove Street to minimize new driveway cuts and street intersections.
- Encourage the slowing of traffic along Grove Street to protect public safety and residential character.
- Provide improvements to Grove Street and provide new streets in the plan area with widths and design standards consistent with the goal of protecting the distinctive residential and historical character of the area and minimizing impacts to existing trees, while ensuring such streets are consistent with public safety standards and meet the needs of anticipated traffic levels.
- To the extent practical, provide two or more ways in and out of areas where new development is constructed to facilitate emergency access.
- Provide vehicular and pedestrian connectivity between new housing areas, existing development in the Grove Street neighborhood, and surrounding areas.
- Encourage pedestrian and bicycle traffic to offset vehicular traffic.
- Provide street and other needed improvements (i.e., storm drains, sewer laterals) in a way that provides the least disruption to plan area residents to the maximum extent practical.

## ***Policies***

- The street width for Grove Street shall be the minimum needed to provide for the circulation needs of the area and the City as a whole consistent with the need to minimize traffic speeds for public safety and to preserve the residential character of the area.
- Street improvements implemented for Grove Street should encompass as much of the length of Grove Street as possible, given the limitations of feasible and acceptable financing mechanisms that may be used or become available. Based on funding limitations, improvements may be phased, preferably from north to south in conjunction with new development.
- Street widths for W. Grant Street and any new minor residential streets shall be the minimum needed to provide adequate and safe access, circulation, and any on-street parking that may be required.
- The circulation system providing access to new development in the plan area shall be coordinated among adjacent properties to provide more than one way in and out of new development and to consolidate access and minimize new street intersections along Grove Street and interconnect with each other. In particular, cul-de-sac streets without internal connections to streets other than Grove Street shall be avoided to the extent practical.
- Improvement plans for Grove Street shall include facilities that provide a safe, convenient and enjoyable environment for pedestrians and bicyclists.
- A coordinated alley plan to access lots fronting on Grove Street in the area of new development is encouraged in order to minimize a string of driveway cuts along Grove Street, as shown in the Conceptual Circulation Plan in Figure 6-1.
- With any potential annexation involving a major portion of the unincorporated portion of the plan area (i.e., three or more properties), the City shall annex the entire Grove Street right-of-way remaining outside of City jurisdiction to ensure adequate levels of traffic patrols and street maintenance.
- Prior to approving new development along Grove Street, the City will complete a street design and plan for Grove Street so that long-term, incremental, and interim improvements can be implemented in a coordinated fashion. This plan shall include alignments and design standards for providing on-street parking bays, street trees, pedestrian/bike paths, as well as associated features such as storm drain facilities. Since comprehensive implementation of proposed street improvements for all of Grove Street may be delayed to a future date based on extent of annexation and availability of funding, the street design and plan for Grove Street shall also include feasible interim improvement which could be implemented in the short-term.
- Either following or in conjunction with the above, the City of Healdsburg will conduct a study to identify and assess potential funding of street improvements for Grove Street and adjoining section of West Grant Street, including but not limited to developer fees and exactions, traffic impact fees, capital improvement plan funds, and establishment of an

assessment district or lighting and landscaping district (such as for the landscaped area of the street right-of-way). This study should also recommend funding responsibilities for implementation of improvements in regard to the City as well as developers and property owners desiring entitlements from the City.

- For the purpose of constructing street improvements adjacent to existing development in annexed and unincorporated portions of the plan area, the City of Healdsburg shall investigate the feasibility of using funds from the City's Community Redevelopment Agency (CRA) as well as other potential funding sources.
- To encourage bicycle traffic to offset increases in vehicular traffic, the City will require new parks such as the proposed skate park, and any new large office, commercial, or light industrial use in the plan area to include bike racks or other provisions for the safe storage of bicycles for park users, employees, business owners and customers.

A conceptual circulation plan, showing the possible location of streets on properties anticipated to be eventually developed in the plan area and illustrating how streets can be comprehensively planned across property lines in order to consolidate access along Grove Street, is shown in Figure 6-1. In that portion of the plan area where new streets will provide access to proposed development, the creation of a grid pattern of streets as shown in the conceptual circulation plan is encouraged to create a recognizable, cohesive and traditional framework around which new development can be organized to harmonize with and extend the pattern of existing development in the plan area.

In some cases, there may be more than one alternative for locating street alignments. Alternative alignments as well as specific internal streets, not shown in this Conceptual Circulation Plan, may be proposed as long as such alignments are consistent with the policies and standards of this plan.

### **Circulation Network Standards**

Consistent with the above objectives and policies, the following standards are applicable to improvements to existing streets as well as new streets constructed in the plan area:

#### ***Standards***

##### ***a. Grove Street***

Adjoining properties zoned CH (Highway Commercial), Grove Street shall have a width of 42 feet, with one 14-foot travel lane in each direction and a center 14-foot turning lane, consistent with the upper street standard cross-section shown in Figure 6-2. South of this point Grove Street shall transition to a width to accommodate the conceptual street standard shown in Figures 6-2 and 6-3. This includes one 12-foot travel lane in each direction and incorporation of traffic calming measures such as alternating street-side parking and landscaping buffers. The street shall also provide pedestrian pathways on each side with one of these able to accommodate bicycle use.

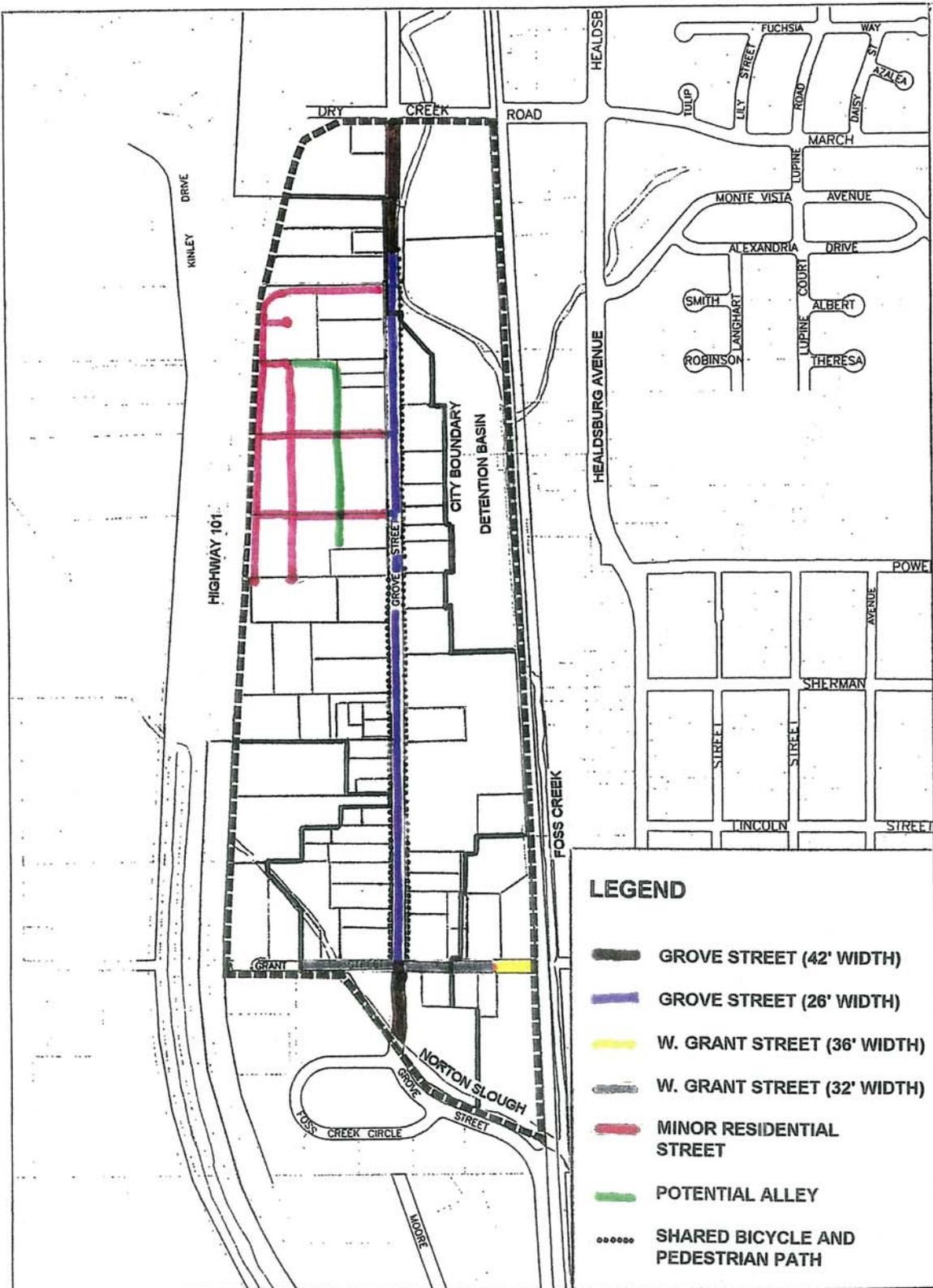
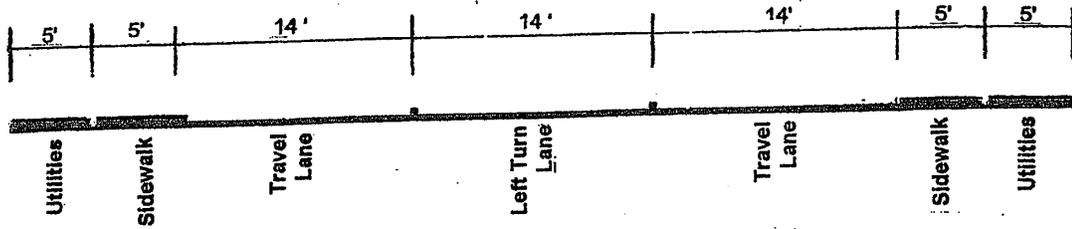
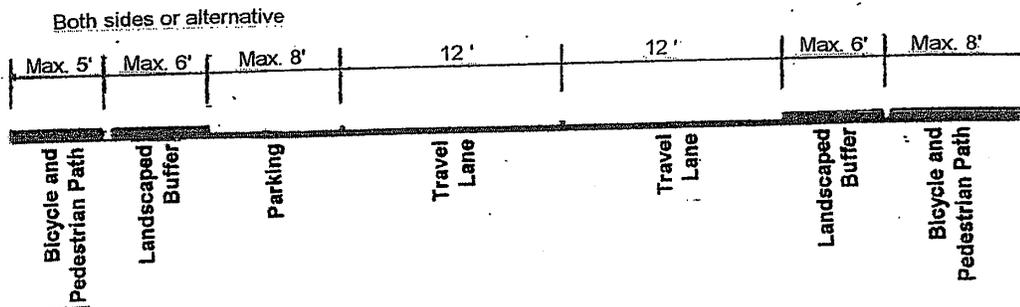


Figure 6-1 Conceptual Circulation Plan

**GROVE STREET: 42 foot roadway (60 foot right of way)**

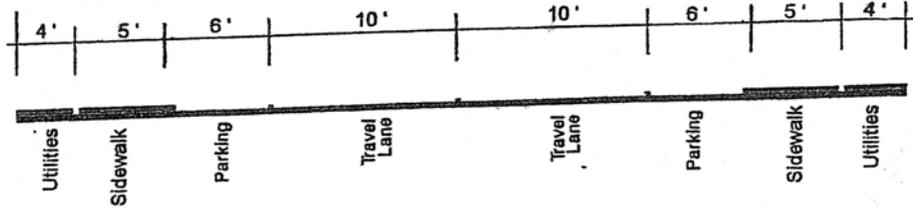


**GROVE STREET: 26 foot roadway with 8 foot parking bays (60 foot right-of-way)**

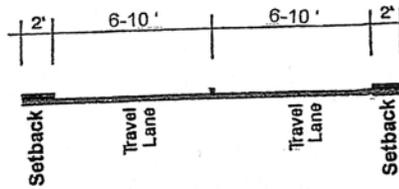


**Figure 6-2 Grove Street Conceptual Standard Cross-Sections**

**RESIDENTIAL STREET: 32 foot roadway (50 foot right-of-way)**



**ALLEY: 12 to 20 foot right-of-way**



**Figure 6-3 Residential Street and Alley Standard Cross-Sections**

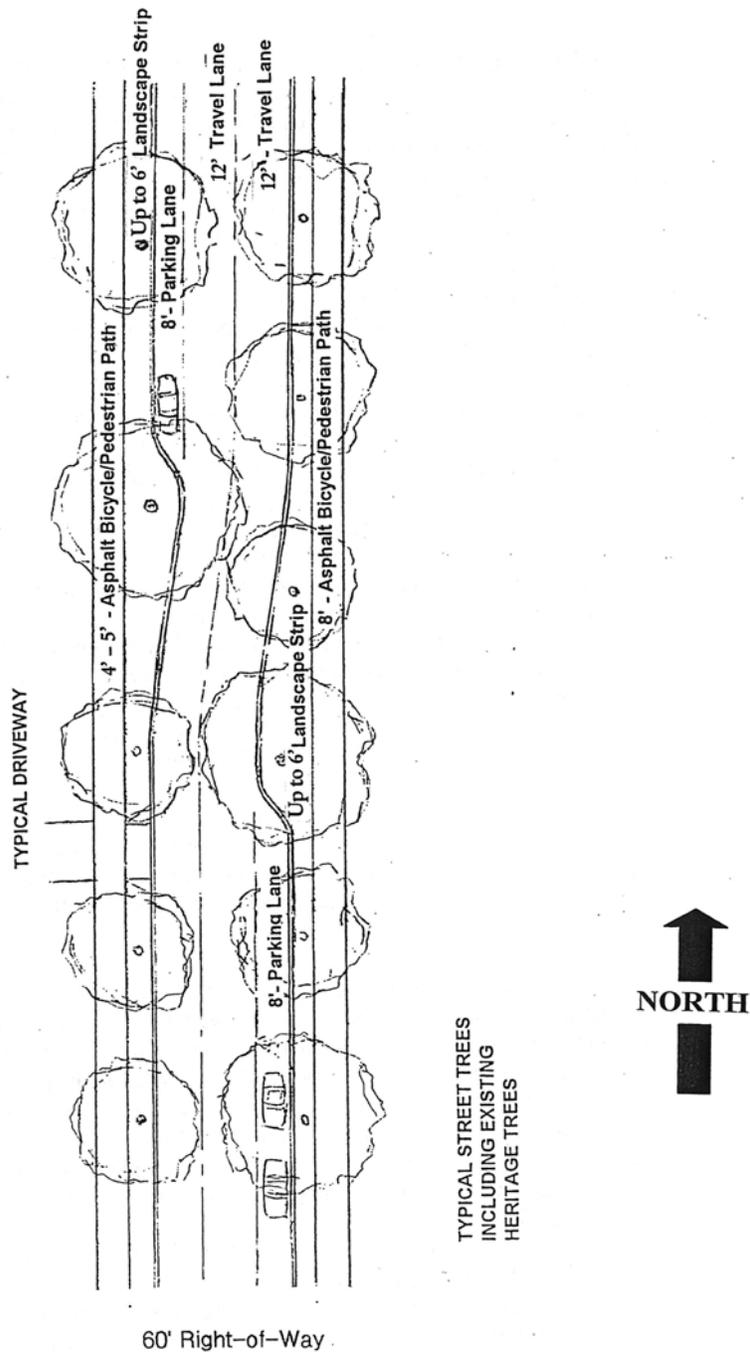


Figure 6-4 Grove Street Conceptual Streetscape Plan

b. *West Grant Street*

West of properties zoned ML (Light Industrial) where the street is already 36 feet wide, West Grant Street shall transition to a narrower width of 32 feet, and shall generally be consistent with the “Residential Street” standard as shown in Figure 6-3. A narrower width may be acceptable if it is determined that either on-street parking can be eliminated or otherwise safely accommodated by provision of parking bays such as intended for Grove Street.

c. *Residential Streets*

New residential streets (i.e., all other public streets in the plan area other than Grove Street and W. Grant Street) in the plan area shall have a width of 32 feet, and shall be consistent with the “Residential Street” standard as shown in Figure 6-3.

d. *Alleys*

Alleys within street blocks or parallel to Grove Street are encouraged to eliminate garage openings and driveway cuts along the street. Where alleys are used, they shall be consistent with the “Alley” standard as shown in Figure 6-3. Alleys shall have a minimum width of 12 feet, with no on-street parking on either side. Alleys shall include curbs but not sidewalks. Alleys shall be constructed within a right-of-way or easement and shall be as narrow as practical and dedicated to the City.

e. *Minor Access Roads and Driveways*

Minor access roads and driveways serving more than one but fewer than four residences shall have a minimum width of 16 feet, excluding any on-street parking. Curbs and sidewalks are not required.

f. *Sidewalks/Bicycle Facilities*

i) Along Grove Street, an 8-foot wide, meandering combination bike and pedestrian path shall be provided on the east side of the street within the street right-of-way along the 26-foot wide roadway section, and shall be generally consistent with the street standard shown in Figure 6-2. A minimum 4-foot wide sidewalk shall be located on the west side. The combination bike and pedestrian path shall be signed to indicate that it is a shared facility and that pedestrians always have the right-of-way where encountered. This combination bike and pedestrian path shall utilize concrete, pavers, or similar material. A meandering landscaped parkway between the bike and pedestrian path and the street shall be provided to physically separate vehicular from slower speed pedestrian and bicycle traffic and to provide opportunities for both preserving existing trees (where feasible and desired) and planting new street trees.

ii) For streets constructed to the “Residential Street” standard, including W. Grant Street, sidewalks shall be provided on both sides of the street within the street right-of-way. Sidewalks in such areas shall be 5 feet in width, and shall utilize concrete, brick, pavers, or similar material. Where space permits a minimum 4-foot wide landscaped parkway between the sidewalk and the street is encouraged.

g. *Curbs and Gutters*

Concrete curbs and gutters shall be provided on Grove Street, W. Grant Street and all new streets dedicated to the City except where preservation of a heritage or other significant tree warrants consideration of requiring no curb or an alternative methodology for stabilizing the edge of the street or road determined to be acceptable to the City for affected sections of the street on a case-by-case basis.

h. *Street Trees*

Street trees shall be provided where existing trees are absent and to provide shade for pedestrians, bicyclists and parked cars, as well as provide a natural enclosure of the street. In general, new street trees shall be planted at a minimum distance of 20 feet on center but not more than 40 feet on center. Trees should be planted in the planting strip where provided, or along the edge of the street right-of-way where no strip is provided. Street tree selection may utilize any tree on the City Master Street Tree List or as otherwise approved by the City Arborist. Deciduous trees are encouraged to highlight changing seasons, and to provide summer shading and an open canopy for winter sun and warmth.

i. *Street Lighting*

Along Grove Street and W. Grant Street, low illumination, historic street light fixtures shall be used, similar to those used in other historical neighborhoods in Healdsburg such as along Johnson Street and in the vicinity of the Plaza, at intersections and other locations as needed for public safety. Along all new streets, either streetlights applied uniformly by the City or historic street light standards may be used, with locations based on City standards.

j. *Street Grading and Construction.*

Along Grove Street, all proposed improvements, such as grading, roadway, curb and gutter, and sidewalks, shall be designed to maintain existing stone retaining walls, picket fences, and landscape elements contributing to both the historic and aesthetic integrity and value of individual properties. Any such elements shall be repaired and replaced if necessary following any modifications resulting from construction of street improvements.

k. *Street Intersection Design*

Typical intersection configurations, adequate sight distances, and adequate turning radii shall be provided. Minor residential street intersections with Grove Street may be designed to include neck-down widths in conjunction with provision of landscaped bulb-outs as a type of traffic calming measure, where public safety and safe sight distance is not impaired.

l. *Dead End or Cul-de-sac Streets*

Cul-de-sac streets shall not exceed 800 feet in length unless provided with secondary access approved by the City and meeting the standards included in this Neighborhood Plan.

## Chapter 7 Public Utilities and Services Element

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The Public Utilities and Services Element addresses the public utility, service, and facility needs of both existing and future development in the plan area and sets forth related Objectives, Policies and Standards. Chapter V (Public Facilities and Services) and Chapter VIII (Health and Safety) of the City General Plan Policy Document include goals, policies and implementation programs pertaining to provision of public utilities, facilities, and services which are also applicable to the plan area. This element is organized into sections relating to public utilities, storm drainage, fire, police, parks, and schools.

The following objective is identified as serving as the basis for all the policies included in this plan:

### ***Objective***

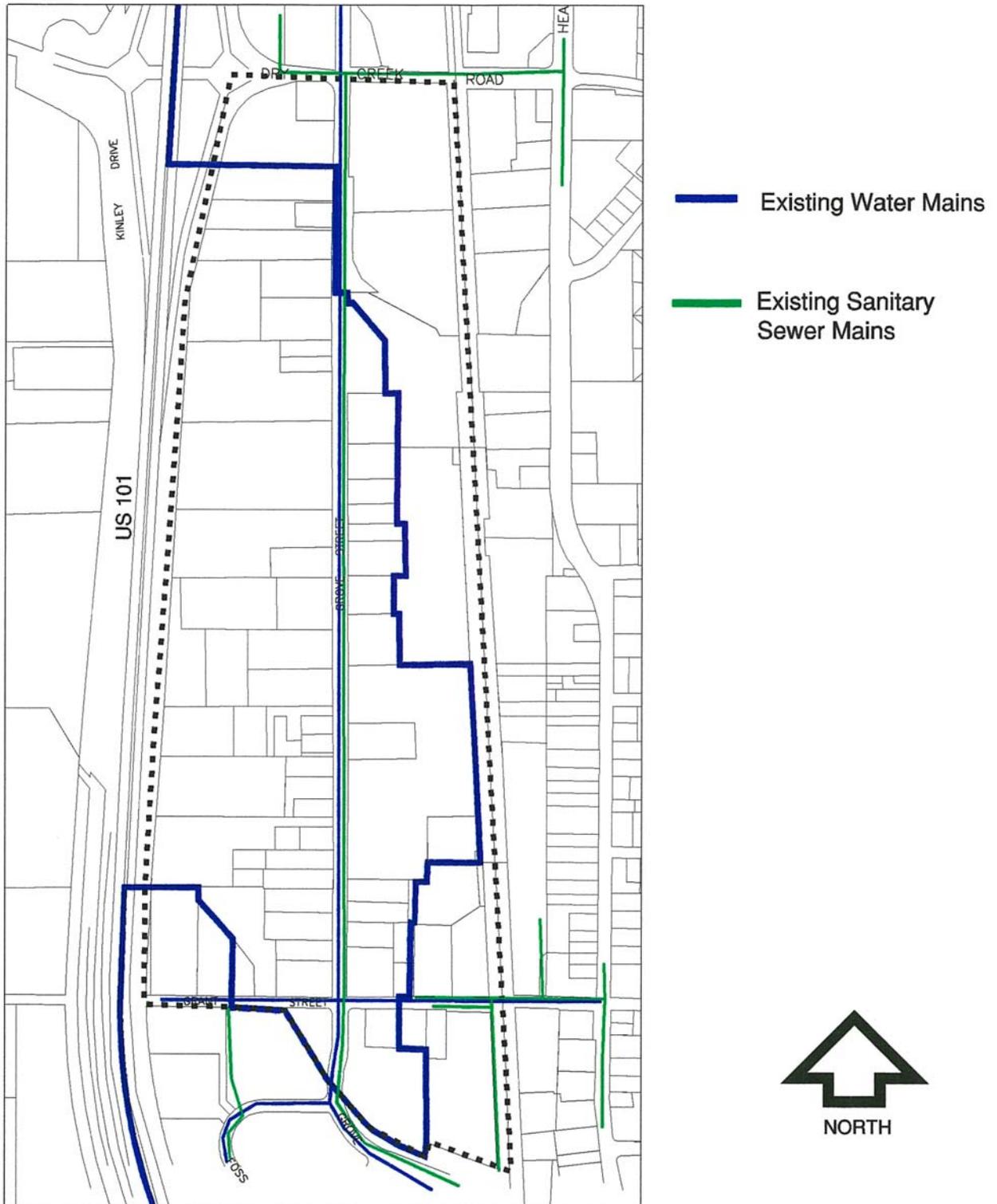
- Provide existing and future residents and businesses in the plan area with adequate public utilities, services and facilities to maintain public health, safety and welfare.

### **Sewer Service**

All properties within the City limits are currently served by the City sewer system. Most of the existing residences and businesses outside City limits in the plan area rely on leach field/septic systems, a few of which have been subject to failure in recent years.

New development on properties either within the City limits or annexed into the City in the future will be served by a 21-inch diameter trunk sewer which was constructed in Grove Street in 1995, as shown in Figure 7-1. This trunk sewer provides adequate capacity for the full development of the area. While portions of the plan area are topographically lower than the grade at Grove Street, the trunk sewer within Grove Street is located at such a depth that any new development will be able to gravity sewer into it with lateral connections to parallel collector sewers constructed at an appropriate depth.

Due to the depth of this sewer trunk (up to 23 feet below the road surface) necessitated by the gradient of Grove Street which rises to its highest elevation near the center of the plan area, parallel collector sewers will need to be constructed at a higher depth above this trunk sewer to serve development on properties annexed into the City in the central and southern portion of the plan area. These parallel sewers will be able to tie in with the trunk sewer using existing manholes spaced approximately 500 feet apart on Grove Street. While such collector sewers have been and could continue to be built either piecemeal to serve one or more adjacent properties, a more comprehensive engineering approach for designing and installing collector sewers for multiple properties would minimize redundancy and save costs. In addition, construction costs for installing collector sewers, combined with sewer hook-up costs, could be prohibitively high for individual residences in the plan area.



**Figure 7-1 Existing Sewer and Water Utilities in Plan Area**

While the creation of a benefit assessment district may be technically feasible, due to high estimated cost per residence (roughly estimated to be approximately \$30,000 per residence), it is considered unlikely that this funding mechanism would be supported by a majority of property owners. Another funding mechanism could involve either contributions from the Community Redevelopment Agency (CRA), or the creation of a CRA project area that would encompass both properties within the City limits and properties remaining under County jurisdiction, of which one of the primary purposes would be utilize tax increment financing to construct a major portion of the higher sewer collectors to serve existing residences. If created, a CRA project area in the Grove Street plan area would be anticipated to include properties considered fully developed with existing residences, but would not include any commercial, industrial, or vacant parcels.

The following policies pertain specifically to the provision of sewer service for annexed properties as well as properties remaining outside the City limits in the plan area:

### ***Policies***

- Provision of public sewer facilities consistent with City standards shall be required as a condition of approval for all new development within that portion of the plan area within City limits.
- New sewer service shall not be extended to areas outside the city limits prior to annexation except for emergency situations. Existing commitments for sewer service outside the city limits shall continue to be honored.
- Connection to the City sewer system will require installation of a collector main at user expense, unless the City chooses to install the system, in which case, a condition of service fee will be charged in addition to the established sewer development fee.
- For all properties which are annexed into the City, no mandatory sewer or water hook-ups shall be required for existing developments unless there is an on-site system failure or there is a change of land use, additional dwelling units or expansion of the commercial/industrial floor area.
- The City will investigate potential use of funding from the Community Redevelopment Agency (CRA) for installation of collector sewer mains to serve existing dwellings.

### **Water Service**

The City of Healdsburg owns and operates the major water system in the Urban Service Area that serves or would serve the plan area. The City's water system includes two well fields adjoining the Russian (Gauntlett, Fitch Mountain), one well field adjoining Dry Creek, several pumping stations, distribution lines, and a number of storage tanks and reservoirs, including two existing (Gauntlett and Iverson) storage tanks and one proposed storage tank (Panorama). The City has adequate existing or planned water production and storage facilities to serve all of the anticipated development in the plan area. This includes the Dry Creek Well Field which was recently put on line, and the future Panorama Water Storage reservoir, which will be the main storage reservoir serving the plan area once it is completed. The reliability of water supply is

enhanced with the ability of the Terrace Pumping Station to boost water from the Dry Creek or Fitch Mountain well fields to the Gauntlett/Iverson Reservoirs.

Existing water lines in the Grove Street plan area are also shown in Figure 7-1. All properties currently within City limits in the plan area now have water service. Development on properties adjacent to Grove Street will be served by a 16-inch diameter water main in Grove Street. Once it is completed, the Grove Street area will be primarily supplied by water from the Dry Creek Well Field, as well as the Panorama Water Reservoir. There are no identified constraints to new development in regards to providing adequate water service in the plan area.

Most of the existing residences outside City limits rely on individual wells for water service. A limited number of properties outside City limits area currently served by City water as approved by the City Council based on emergency need. Otherwise, City policy does not permit City public utility service outside of City limits.

Properties outside City limits served by City water include several residences along the north end of Grove Street in which wells have been contaminated by a plume of methyl tertiary butyl ether (MTBE), a volatile organic compound used as a gasoline additive, originating from an underground fuel storage tank at the Exxon (formerly Texaco) gas station at the southwest corner of Grove Street and Dry Creek Road. Wells for several additional residences have also been determined by the polluter to be at risk for contamination.

Since extending water service to existing residences is not expected to be cost prohibitive given that stub-out laterals are already in place along Grove Street, funding assistance from sources such as the Community Redevelopment Agency is not anticipated to be needed.

### ***Policies***

- Public water facilities consistent with City standards shall be required as a condition of approval for all new development within that portion of the plan area within City limits.
- New water service shall not be extended to areas outside the city limits except in extraordinary circumstances. Existing commitments for water service outside city limits shall continue to be honored. (Policy V-A-3, General Plan Policy Document)
- For all properties which are annexed into the City, no mandatory water hook-ups shall be required for existing developments unless there is a change of land use, additional dwelling units or expansion of the commercial/industrial floor area.

### **Electrical Service**

The portion of the plan area that is within the City limits is served by the City of Healdsburg electrical utility. The portion of the Grove Street plan area outside the City limits is presently served by Pacific Gas and Electric Company (PG&E). The City will assume service for any portion of the plan area that is annexed. While existing residences on properties annexed into the City can retain PG&E provided service, once any entitlements are requested (i.e., building permits, use permits, etc.), however, the City requires switching electrical service to its utility.

There are no existing electric transmission lines in the plan area. PG&E distribution lines provide service to existing land uses in the portion of the plan area currently outside City limits. These above ground distribution lines utilize poles along Grove Street, which are connected to the regional grid through distribution lines which cross Highway 101 in at least two locations west of the plan area.

Typically, the City requires new development to have underground electrical transmission lines installed. However, where electrical lines must also be tied in with existing lines serving existing development, it may not be feasible to put certain electrical lines underground, such as along Grove Street. New electrical service lines needed for new development in such areas, therefore, may require above ground poles and lines, either on a permanent or temporary basis.

### ***Policy***

- Provision of electrical utilities and facilities consistent with City standards shall be required as a condition of approval for all new development within that portion of the plan area within City limits.

### **Gas Service**

Natural gas service in all of the plan area is provided by PG&E, including both areas in and outside City limits. PG&E would continue to provide this service in the event properties are annexed since the City does not provide this utility. The main gas line serving the area is located within the Grove Street right-of-way, and new development would require laterals to connect with this main gas line. The cost of new service for new development will be determined by PG&E and passed on developers as a development fee. Reimbursement would be made to PG&E after customers begin purchasing gas.

### ***Policy***

- Provision of gas utilities and facilities consistent with City standards shall be required as a condition of approval for all new development within that portion of the plan area within City limits.

### **Telecommunications and Cable Service**

Pacific Bell provides telephone service in the plan area. Telecommunication lines from existing lines such as along Grove Street would be extended into areas where new development is proposed. Pacific Bell will provide lines without cost for new development within a trench, if the trench is provided to them. A fee will be charged for extending lines between the trench and new residential buildings. An additional fee will be charged for undergrounding existing overhead lines where needed or required.

Cable television service will be provided by Viacom Cablevision by extending existing lines either within existing or future streets providing access to new development. Expansion of cable services usually proceeds concurrently with work done by the City to provide new service to areas or when their existing facilities are relocated. The City provides notice to the cable company when these service changes will take place so that the cable extensions can begin. Cost of expansion would be paid for by the developer.

## ***Policy***

- Telecommunication and cable television lines to serve new development are required to be underground, with associated costs the responsibility of the developer or property owner.

## **Drainage and Flood Control Facilities**

Most of the plan area drains toward Foss Creek. The southwestern portion of the plan area drains toward Norton Slough. There are no storm drain or flood control facilities in the plan area outside of existing City limits. Storm drainage improvements could be needed in conjunction with annexation of areas with existing development. Since constructing such improvements may be prohibitively high for individual property owners and formation of an assessment district to fund these improvements is likely to be cost prohibitive as noted above, other funding sources, including contributions from the Community Redevelopment Agency (CRA), should be investigated as potential means of funding the more critical drainage improvements needed, particularly as part of improvements to Grove Street where a community-wide benefit can be shown.

Storm drain improvements will be needed for new development in plan area. A significant constraint to the provision of storm drains in the plan area is that the western portions of certain currently undeveloped properties drain toward the west and Highway 101, and there is no common roadway or easement in which to construct a storm drain along this highway and to cross the many property lines needed to convey storm drainage to Norton Slough.

According to flood hazard maps prepared by the Federal Emergency Management Agency (FEMA) and as shown in the Healdsburg General Plan Background Report, low-lying portions of the plan area adjacent to Foss Creek and Norton are subject to the 100 year flood. The City of Healdsburg has an ordinance relating to construction within flood hazard areas as designated by the Flood Insurance Rate Maps prepared by FEMA. This ordinance includes flood plan management regulations, and requires a development permit be obtained from the City Public Works Department before construction of development begins in applicable areas. In general, the regulations stipulate standards of construction to reduce flood hazards, including anchoring, floodproofing, construction materials and methods, elevation of the lowest floor to 1 foot above the base flood elevation. The regulations also stipulate standards for design and location of utilities, and standards for subdivisions. (Note: Specific details regarding these regulations may be obtained by requesting Ordinance No. 826 from the City Clerk's office located at Healdsburg City Hall).

Flooding has not typically been a significant or frequent occurrence along Norton Slough since upstream flows were intercepted and diverted into a drainage ditch along the west side of Highway 101 when that freeway was constructed. Flooding is a more significant problem along Foss Creek, although the risk of flooding has been reduced by both detention basin located on the west side of the creek north of the Seghesio Winery and the new North Area Detention Basin at the north end of the City just east of Healdsburg Avenue. Flooding along Foss Creek affects the lowest portion of Grove Street where it parallels Foss Creek for a distance of approximately 450 feet just south of the Travelodge motel, in which high floods have cut off or

partially blocked access on this section of the street. Flooding in this latter area is exacerbated by overflow from an inadequately sized ditch that conveys storm drainage along the northern boundary of the property located at 15135 Grove Street. To correct this problem, drainage improvements, creek realignment, road realignment, or some combination of these type of measures will be required. One alternative includes realigning this section of the creek channel easterly and away from the roadway, utilizing the conceptual design that was proposed during the *Grove Street Extension, Widening and Sewer Trunk EIR* (1993). These improvements would most likely be implemented as part of required street frontage and drainage improvements as required for approval of the development of the affected property.

### **Policies**

- Approval of development projects in the plan area shall be based the provision of adequate storm drain facilities to accommodate the proposed development and designed to avoid adverse impacts on downstream drainage systems and property owners. For each development, a hydrology analysis will be required to be submitted to the City indicating the quantity of storm water flow from the site, direction of flow, and the capacity of downstream drainage facilities to accommodate the additional storm water flows. If existing or planned downstream storm drain facilities are deemed inadequate, the analysis shall identify specific drainage improvements to accommodate the increase in storm water flows. The applicant shall pay the cost of necessary improvements. The hydrology analysis and the design of improvements shall be prepared by a registered civil engineer.
- The City will investigate potential funding sources including contributions from the Community Redevelopment Agency (CRA) to assist in funding the design and construction of storm drains to serve existing dwellings.
- The City will continue to enforce local regulations in full compliance with standards adopted by the Federal Emergency Management Agency (FEMA).
- The City shall provide for channel improvements to and tree and brush clearance along Foss Creek and other watercourses to reduce flooding. (Policy VIII-C-5 of the General Plan Policy Document)

### **Fire Protection and Emergency Services**

Fire protection and emergency response services are provided by the City of Healdsburg Fire Department for all areas within the incorporated limits of the City and City-owned properties outside of the City limits. The City Fire Department fire station, constructed in 1995, is located at the corner of Healdsburg Avenue and Grant Street, in relatively close proximity to all of the plan area.

Fire protection for other areas outside of the city limits, but within the City's Urban Service Area such as the unincorporated portion of the Grove Street neighborhood, is provided by the Healdsburg Fire Department under a contract with the County Department of Emergency Services. The California Department of Forestry and Fire Protection (CDF) also responds to this area during the fire season (May 1 - Nov. 1). The nearest CDF fire station is located off of Lytton Springs Road just north of Healdsburg.

In areas within city limits, medical emergency response is provided by both the City Fire Department which administers initial life support as needed, and Bell's Ambulance Service, which provides advanced life support and transport to medical facilities. Bell's Ambulance Service is a private company which provides medical emergency response in the City and nearby surroundings, and is based at Powell Avenue and University Street. Currently, medical emergency response to residents in the plan area outside City limits is provided by the Healdsburg Fire Department under the County contract and by Bell's Ambulance Service. For properties within City limits, the City Fire Department provides both fire protection and initial medical emergency services, while follow-up medical emergency response is provided by Bell's Ambulance Service.

Existing fire hazards in the plan area other than those directly related to structure fires include the presence of dry grass and vegetation on vacant and undeveloped land which create the potential for wildland fires. Along the western border of the plan area, the presence of Highway 101 creates an increased potential for fires due to the high rates of fire (deliberate and careless), which occur along major traffic arteries.

Adequacy of water (fire flow) is the single most important factor in fighting structural fires. Adequate fire flow is based on provision of hydrants properly spaced and adequately sized and located water mains.

Healdsburg is one of the few California communities that requires installation of sprinkler systems in all new buildings and encourages it in existing buildings. According to the department, sprinklers reduce the overall amount of water needed to control structure fires by 50-75 percent. The City's requirement for fire sprinklers in all new development also reduces fire risks, since this measure effectively stops or at least slows the progression of structural fire.

### ***Policy***

- Fire and emergency services must be adequate to serve residents of the plan area.

### ***Standards***

- a. For single-family residential development, a minimum of 750 to 1,250 gallons per minute (gpm) is required to provide adequate fire flow.
- b. Hydrant spacing will be required a minimum of every 400 feet, but this distance may be increased in very low-density residential areas. Generally, 16" water mains with 8" and 12" feeder lines, are considered adequate to provide sufficient fire flow. Whenever possible, it is recommended that water supply mains be planned as looped systems to minimize pressure losses, ensure secondary source in case of disaster, repair or emergency shut-off.
- c. Street networks shall provide for safe and ready access for emergency equipment and for the evacuation of residents.
- d. Pavement centerline turn radii of at least 50 feet are required for all streets with on-street parking.

- e. Major new residential development should have at least two different access routes during all phases of development and interconnect various areas.
- f. The maximum distance of dead-end cul-de-sac streets is limited to 600 to 800 feet depending upon conditions.
- g. All streets serving more than 2 residences, whether public or private, shall be a minimum of 20 feet wide with no on-street parking. Driveways serving only 1 or 2 houses should be at least 16-feet wide.
- h. Cul-de-sacs and hammerheads should be designed to accommodate emergency vehicles. The minimum standard for cul-de-sacs is a 40-foot radius for turnarounds, and 60 foot by 40 foot for hammerheads (without on-street parking). These dimensions would need to be increased to 50 feet to permit on-street parking in these areas. (Note: City Public Works Department may require larger dimensions).
- i. To facilitate fire location and to avoid delays in response, all roads, streets, and buildings shall be designated by name or number on signs clearly visible from the main travelled roadway.
- j. A fuel break such as an irrigated and properly maintained landscape strip, fire protection wall, or other measure acceptable to the City Fire Department, shall be required between Highway 101 right-of-way and any new major residential development to prevent the spread of any roadside fire into development areas.

### **Police Protection Services**

Police protection services in the unincorporated portion of the plan area is currently provided by the Sonoma County Sheriff's Department and the California Highway Patrol. The California Highway Patrol has responsibility for patrolling the section of Grove Street remaining under County jurisdiction, while the County Sheriff has police responsibility for non-traffic related matters in all portions of the plan area outside the City.

Police protection services in the portion of the plan area within City limits is provided by the City of Healdsburg Police Department. The Healdsburg Police Department is located at 238 Center Street. This facility was constructed in 1995. The Department maintains an emergency response time of 2 to 3 minutes throughout the Urban Service Area for emergency calls, with the use of mobile units.

Although the City Police Department does not routinely patrol the section of the Grove Street which remains outside of City limits, police vehicles currently use the section of Grove Street outside City limits for maneuvering around the City, and do respond to speeding and traffic violations if such takes place while a patrol is present. While extensions or connections of Grove Street to the north and south were implemented by the City to provide City wide traffic circulation benefits, an associated increase in traffic and access has also resulted in increased problems with vehicular speeding along Grove Street. If the City were to annex the remainder of the entire street right-of-way in association with any major future annexation approval, this

would allow the City to regularly patrol the street as needed to enforce the speed limit and thus improve public safety.

### **Policy**

- The City shall seek to include all of the Grove Street right-of-way in any major annexation proposal regardless of whether or not adjoining properties are included in the annexation area in order to provide regular City police patrol of the street.

### **Recreational and Community Facilities**

Healdsburg's Community Services Department operates and maintains a variety of parks and recreational facilities throughout the City. Currently none of these parks or recreational facilities are located within the plan area. The south end of the plan area (i.e., vicinity of W. Grant Street) lies within a 0.5-mile radius (suggested service radius based on reasonable walking distance) of four-acre Recreational Park and adjoining 3-acre Giorgi Park, located at the east end of Grant Street. Play fields at the Healdsburg Junior High School, also on Grant Street, and recreational facilities of the Boy's and Girl's Club, adjacent to Recreational Park, are also located within reasonable walking distance of this portion of the plan area. In addition, the central and northern portions of the plan area are within reasonable walking distance to recreational facilities at Foss Creek School on Healdsburg Avenue north of Dry Creek Road.

Figure II-3 of the General Plan shows a potential neighborhood/community park site in the plan area. The General Plan describes this particular site as follows: "A neighborhood or community park of approximately 5 to 10 acres located west of Grove Street and well integrated with new residential development. If developed as a community park, this park should include baseball/softball fields and soccer fields." (Page 84, General Plan Policy Document)

In lieu of community or neighborhood park on the west side of Grove Street, as originally envisioned in the General Plan, the City is proposing park facilities on the east side of Grove Street which would be in close proximity to all of the plan area, included those properties with potential residential development potential. This includes the Carson Warner Skate Park, approved by the City Council on December 15, 1997, and planned for a one-acre City owned site at 15070 Grove Street adjacent to the north end of the existing City detention basin. This planned skate park will include a 17,000 square foot area for skateboarders and in-line skaters, as well as a 12-space parking lot, portable restrooms, benches, telephone, landscaping, and other park amenities. Construction of the skate park is planned to begin in spring or early summer of 1999, with projected opening by late fall. The skate park project is being funded by individual contributions as well as by the City.

A community park using the existing City-owned 9.93 acre detention basin along Foss Creek in the Grove Street area is also being planned in conjunction with development of the skate park. Development would likely be limited to a loop multi-use trail around the basin to accommodate walking, dogs, bicycling, and equestrian use. Such a trail would utilize an existing unpaved road, and would be wide enough for use by maintenance vehicles as well as graded and surfaced with crushed rock (but not paved) for year round access. Other considerations include

use of the lower portion of the detention basin as a dog park. A master plan for this proposed detention basin park will likely be commenced in the near future.

### ***Policies***

- The City shall seek to maximize use of existing City owned land in the plan area, including the detention basin, for the purpose of providing a range of recreational activities for local and City residents, consistent with other site uses and constraints.
- The City Parks and Recreation Commission shall be responsible for completing a Master Plan for all proposed park and recreational facilities at the detention basin and adjacent skate park on the east side of Grove Street.

### ***Schools***

Healdsburg is currently served by a single school district: the Healdsburg Unified School District. This school district includes both the elementary schools and the junior high and high school which serves the City and plan area.

New residential development in the plan area, as elsewhere in the City's Urban Service Area, will increase school enrollments and demands on existing school facilities in Healdsburg. Although a School Mitigation Program had previously been adopted in 1994 by the City requiring payment of fees in excess of State mandated statutory impact fees for new development requiring legislative approvals (such as a Neighborhood Plan) in 1994, this program is no longer in effect due to passage of Proposition 1A in 1998 of the Leroy F. Greene School Facilities Act. The approval of this act restructured school facility capital funding, and included a \$9 billion school construction bond measure as well as significant amendments to the law relating to school facilities. Local agencies such as the City of Healdsburg are now prohibited from imposing school impact fees in excess of those provided under state statute. Government Code Sec. 65995 was amended to establish a base amount of \$1.93 per square foot for residential construction and \$0.31 per square foot for commercial construction, and subject to inflation adjustment every two years. These predetermined developer fees are also intended to be deemed adequate mitigation for impacts to schools.

### ***Standard***

- a. No building permit shall be issued within the project area unless the developer or applicant presents the Building Official with evidence of payment to the school district of the appropriate school mitigation fee for the unit being permitted. Documents signed by designated officials of the Healdsburg Unified School District shall satisfy the requirements of this standard.

## Chapter 8 Design Element

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The Design Element sets forth objectives, policies, and standards for the design of development in the plan area. The Design Element of the Neighborhood Plan is intended to ensure that the existing distinct and positive characteristics of the area are retained as much as possible and that new development harmonizes with and enhances these characteristics.

### **Existing and Future Neighborhood Character**

The existing character of the Grove Street neighborhood is derived from many features that contribute to its unique character and sense of place. Certain existing characteristics of the plan area will inevitably and unavoidably change with further annexation and development of properties into the City. Such characteristics include the country lane appearance of Grove Street outside of City limits, with its relatively narrow roadway, and lack of curbs, gutters and sidewalks. The future character of the street will be defined instead by the street improvements, including curbs, gutters, sidewalks, bike paths, street trees, and landscaping, which are implemented based on the standard included in this plan. Another unavoidable change will involve the transformation of many undeveloped or underdeveloped properties, whose existing open spaces contribute to the semi-rural character of the area, into new residential, office, and commercial uses, based on the land use element included in this plan.

However, new development can also strengthen and enhance the character of the neighborhood if well planned and designed. While it may not be possible to retain all the neighborhood existing characteristics as new growth occurs, using design standards included in this Design Element, many positive and distinctive features or characteristics can be extended into areas of new development, so that the distinction between the existing development and new development is blurred and both existing and new development are benefitted.

Existing characteristics that many people enjoy about the neighborhood include the visual variety and the number of historic homes along both Grove Street and W. Grant Street with a mix of architectural styles ranging from the late 19<sup>th</sup> to early 20<sup>th</sup> century. Some of the existing architectural styles found in the plan area, such as found on these historic houses, are shown in Figure 8-1. These structures, with their mature landscaping, large trees, and variety of architectural styles, have considerable charm. Typically, garages on older homes tend to be situated back from the street leaving room for spacious front yards and generous entrances to dwellings.

A number of newer homes from the middle and later 20<sup>th</sup> century are also located in the neighborhood and also exhibit an attractive and interesting mix of architectural styles due to development taking place over a long period of time and mostly lot by lot. In contrast, many modern housing development projects tend to be build housing units on a mass scale and all at the same time, with much more limited variation in architectural styles. This repetition also tends to exaggerate a project's size and visual impact.



This large two story house on W. Grant Street just east of Grove Street is an excellent example of the Homestead style of architecture found in the area, with simple detailing, gable roof, and a generous front entrance porch.



This one-story house on the south end of Grove Street is an example of a Craftsman Bungalow style of architecture. As with many older homes in the area, it features a detached garage in the rear of the house.



This house located in the central section of Grove Street is an example of Italianate, which along with Queen Anne, is a type of Victorian architecture found in the neighborhood. It is now a bed and breakfast inn.

**Figure 8-1 Examples of Architectural Styles in Plan Area**

Design standards are, therefore, included in this element to minimize the appearance of uniformity and encourage variety in architectural details and styling.

New residential development will present design opportunities as well as challenges. Increasingly narrow lots and ever-larger garages are turning many new developments into monotonous streetscapes dominated by garage doors and driveways in place of inviting porches and facades which characterize existing, older development such as found in the Grove Street neighborhood. Alleyways for accessing garages, or garages set back from street in the rear of properties, roomy front porches, and other traditional small town design characteristics can be encouraged to emulate the feeling of traditional older Healdsburg neighborhoods while preserving and enhancing the distinct historical character which is unique to the Grove Street neighborhood.

Another important aspect of the neighborhood is its somewhat elevated position between Dry Creek and Foss Creek, allowing vistas between houses and where open fields still exist to hillsides and ridges in the distance across Healdsburg to the east and Dry Creek Valley to the west. Views of riparian woodlands along Foss Creek and Norton Slough, and the broad open space provided by the City's detention basin adjoining Foss Creek also enhance the area. New development can either wall off these views, or scenic vistas can be preserved by strategically locating new streets and buildings.

Visibility of the plan area from off-site locations is fairly limited. From Highway 101, identified as a scenic corridor in the General Plan, due to elevation differences in which most of the freeway is depressed relative to the plan area, only the south and north ends of the plan area are readily visible from all lanes of the freeway. Near the north end of Grove Street are undeveloped or underdeveloped properties in which new development would be readily visible from the freeway.

Noise mitigation will be necessary to protect future residents of new development adjacent to Highway 101 at the north end of Grove Street due to traffic noise. Although sound walls are a solution that many communities have employed, their often-monotonous appearance combined with an attraction for graffiti can significantly detract from the visual quality of existing views of the area. While the plan discourages sound walls, if utilized, design requirements (including landscaping) can improve their appearance.

Properties along both Grove Street and W. Grant Street include numerous large, mature trees that provide an attractive setting for the neighborhood. Keeping the street widths as narrow as possible will allow preservation of most of these trees located either within or near the street right-of-way. Most of the existing street trees (i.e., trees planted in the street right-of-way and parallel to the street) are located along the southern section of Grove Street near the W. Grant Street intersection. Street trees are mostly lacking on W. Grant Street although neighboring yards include large mature trees that partially shade over the street. In the plan area, no single street tree species is found and the area includes a diversity of trees just as it does architectural styles. Additional street tree planting as part of new development and street improvements will provide both shade for pedestrians and bicyclists as well as aesthetic benefit.

## **Design of Development**

The following design objectives are identified for new development in the plan area:

### ***Objectives***

- Maintain a sense of place and preserve the unique identify of the Grove Street/W. Grant Street neighborhood through streetscape, street lighting and other improvements.
- Encourage preservation and maintenance of existing historic buildings in the plan area.
- Encourage building design that is in scale with adjacent development and that harmonizes with surrounding development.
- Encourage a mix of architectural styles and discourage uniformity in any major new residential development.
- Protect large mature trees close to Grove Street and W. Grant Street and require new street tree planting that will result in the creation of new or enhanced tree canopies over streets.
- Ensure that any new commercial or office type uses in the Grove Street/W. Grant Street mixed use zone are visually compatible with and subordinate to existing and future adjoining residential uses.
- Maintain and enhance scenic viewsheds toward distant hills and ridges, Dry Creek Valley, other areas of Healdsburg, riparian woodlands along Foss Creek and Norton Slough, and the open space of the detention basin, particularly from streets and other public vantage points.
- Protect and enhance the viewshed of the plan area from Highway 101.
- Avoid or mitigate the aesthetic impact of sound walls if needed to protect residential development from traffic noise.
- Eliminate existing and unsightly overhead utility lines, if financially feasible.

### ***Policies***

- The City supports the long-term preservation of historic buildings in the plan area and encourages use of historic district and landmark designations for properties for properties with identified historic structures.
- All new development shall be subject to design review to ensure that consistent application of these design standards will maintain the intended design character of the area. Elevations for projects involving only one single family dwelling (new construction or remodeling) shall be submitted to the City for staff review and approval. Elevations for all mixed use, commercial, office, light industrial and housing development proposals other than individual custom homes shall be submitted to the City for Planning Commission review and approval. Proposed designs for signs for commercial, light industrial and office uses shall also be submitted to the City for Planning Commission review and approval.

- Sound walls shall not be allowable along Grove Street; instead, other measures such as acoustical building design shall be used to mitigate traffic noise impacts where required.
- Sound walls along Highway 101 shall be discouraged; if unavoidable, aesthetically pleasing design and eventual full landscape screening shall be required. Sound wall proposals will require design review and approval by the Planning Commission.
- The City shall coordinate cooperation between utility providers (electrical, telephone) and developers to share costs and responsibilities for undergrounding overhead utility lines when feasible.

## **Design Districts**

This Neighborhood Plan divides the plan area into several design districts reflecting the differences in applicable land use designation and zoning with design standards specifically tailored to each district. These design standards address physical design issues such as architectural features of buildings, landscaping, signage, off-street parking, and streetscape improvements.

The design districts included in the plan area are shown in Figure 8-2, and include the following: Grove Street and W. Grant Street Corridors, Interior Single Family Residential, Multi-Family Residential, Multi-Family Residential and Office, Highway Commercial, and Light Industrial.

Certain design districts (i.e., Highway Commercial, Light Industrial, and Multi-Family Residential) are already subject to design standards as set forth in the City's Design Review Manual. Proposed multi-family residential development is subject to design standards of Section IX of the Design Review Manual, while proposed industrial development is subject to design standards included in Section XII. In addition, the Design Review Manual designates those properties fronting Dry Creek Road within the plan area as included in Urban Design District #4, and includes some specific design recommendations for that area (pp. 55 and 56). These design standards are incorporated into this plan by reference. For ease of reference, these standards are included in Appendix A of this plan.

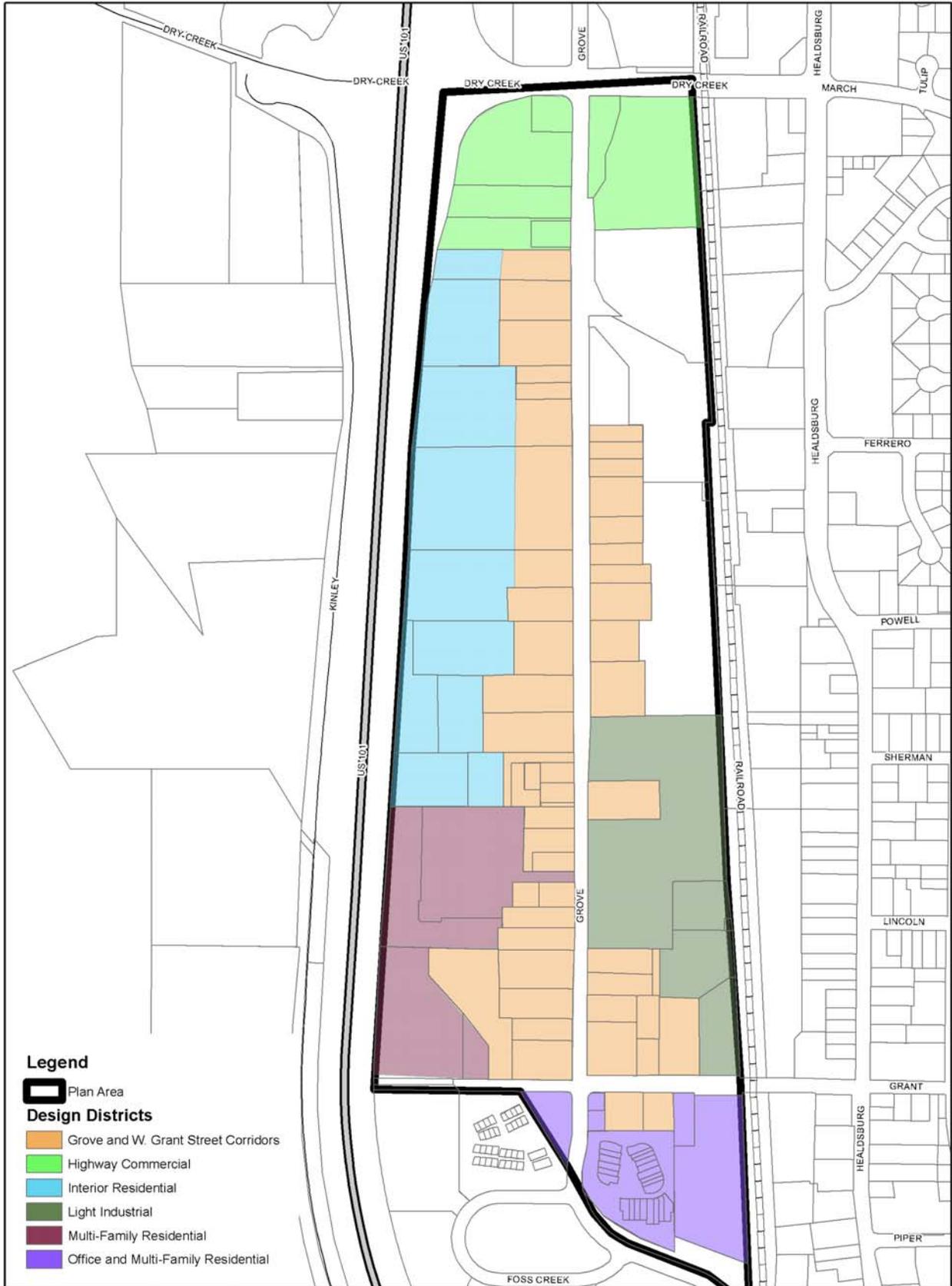
For all other design districts (i.e., Grove Street and W. Grant Street Corridors, Interior Single Family Residential, Office and Multi-Family Residential), involving the majority of land in the plan area, new design standards have been established as part of this plan to ensure that the goals and policies of this plan are implemented in the physical design of new development and improvements.

### **Grove Street and W. Grant Street Corridors Design District**

#### ***Standards***

##### **a. Architectural Design**

For all new development, building design shall reflect and be harmonious with the traditional and historic character of the Grove Street/W. Grant Street neighborhood. Building volumes should be simple, but should be punctuated and articulated with features such as porches, bay windows, trellises, similar to many of the existing older homes in the area.



**Figure 8-2 Locations of Design Districts in Plan Area**

Inset (rather than flush) windows and wood window frames are encouraged to provide architectural richness and variety in details and shadows. In addition to this standard, projects shall adhere to the guidelines included in Sections I and II in the City of Healdsburg Design Review Manual (see Appendix A).

b. Diversity in Architectural Design

To provide visual interest and diversity, no residential unit type shall be used more than once for structures facing Grove Street without altering architectural features.

c. Orientation of Development and Setbacks

All new structures (with exception of accessory buildings) along Grove Street shall have the primary elevation and entry face the street. Along Grove Street, buildings shall be set back a minimum of 30 feet from the front property line. Whenever possible, setbacks should also be generally consistent with setbacks employed by buildings on adjoining properties, especially where needed to harmonize new development with the existing historic character of adjacent older development.

d. Building Size and Scale

To preserve the residential character and scale of the area, any new buildings proposed to be used for commercial or office uses will be limited to two-stories in height and size not to exceed 4,000 square feet relative to exterior building dimensions. This pertains to the principal building only and not to any proposed accessory buildings. For residential uses, lot coverage shall be a maximum of 30 percent, including accessory buildings.

e. Entries

Attractive front entries should be provided with walkways directly accessing the street. Covered entry steps, porches, covered ramps, and landings are encouraged. Accessibility for those with limited mobility is encouraged through use of ramps or alternative entrances without curbs or steps.

f. Parking and Garages

i.) Detached garages or garage entrances shall be recessed from the front of the house, or accessed from a rear alleyway, in order to leave the front yard free for landscaping and generous entrances. In all cases, garage openings shall be set back a minimum of 10 feet from the front of the house.

ii.) For garage doors facing Grove Street, garage doors shall be limited to 9 feet in width. For two car garages, two single garage doors shall be used in place of a wide two car door.

iii.) For commercial and office uses, any off-street parking shall be provided in the rear of primary structures.

iv.) Commercial and office uses shall also adhere to parking standards included in Section III of the City of Healdsburg Design Review Manual, excepting modifications as noted above. (See Appendix A.)

g. Building Facade Materials

Building facades should generally be constructed of materials already used in the area, such as horizontal wood or composite siding, wood shingles, conventional stucco, and brick. Materials such as concrete, plywood siding without regularly spaced battens, or metal are not appropriate. Building facade materials shall wrap around all four sides of a building to avoid the appearance of an applied finish to the front only.

h. Fenestration

Traditional window styles, with a vertical to horizontal ratio of 5:3 or greater, are encouraged along the street frontage to harmonize with existing historic architectural styles along Grove Street and W. Grant Street.

i. Roofing

Roofing for all projects should be similar to existing residential buildings in the area, with emphasis on simple gable and hip roofs, which may be punctuated with dormers, cupolas, etc. to provide architectural diversity and interest. Flat roofs should be avoided. Roofing materials should be fire resistant and include tile, composition shingles and similar type materials used for residential buildings currently found in the area.

j. Landscaping

In place of conventional lawn and foundation shrubbery as typically found in newer developments, dense gardens of shrubs, groundcovers and flowers are encouraged to enliven and provide visual interest along the street, particularly where front yards are small. In addition, projects shall adhere to standards pertaining to landscaping included in Section IV in the City of Healdsburg Design Review Manual (see Appendix A).

k. Fences, Walls, and Hedges

Traditional elements such as fences (36" maximum height), retaining walls, or low hedges along the front property line to separate public sidewalks and front yards are encouraged (see Figure 8-3). In addition, projects shall adhere to standards pertaining to fences and walls included in Section VI of the City of Healdsburg Design Review Manual (see Appendix A).

l. Grove Streets and W. Grant Street Improvements

Street improvements for Grove Street and W. Grant Street, including provision of street lighting and street trees, shall be in accordance with standards and cross-sections included in the Circulation Element of this plan (see Figures 6-2 and 6-3).

m. Signage for Commercial or Office Uses

For any commercial or offices permitted in the mixed use zone along Grove Street, signs for such businesses shall be limited to 5 feet in height and no more than 16 square feet in area. Non-illuminated monument signs set back at least 10 feet from the street right-of-way are allowable, while sandwich signs are prohibited.



An example of a typical picket fence separating the front yards of properties along the west side of Grove Street that could be emulated in new development. This traditional streetscape element provides a pleasing visual enclosure along the street.



Although taken from Johnson Street in another older neighborhood in Healdsburg, traditional-style street lamps can complement and enhance this historic setting of a neighborhood and as such are recommended for Grove Street in place of more-modern fixtures.

**Figure 8-3 Examples of Streetscape Elements Recommended for Grove Street**

In addition, proposed signage shall adhere to zoning requirements as well as standards pertaining to signs included in Section IX of the City of Healdsburg Design Review Manual (see Appendix A).

n. Tree Preservation

All existing trees that are desirable and in reasonably good health shall be preserved to the extent that is feasible. In addition, projects proposed for sites where existing trees are located shall adhere to standards pertaining to tree preservation included in Section V of the City of Healdsburg Design Review Manual (see Appendix A), as well as provisions of Section 18105 of the Zoning Ordinance (heritage tree protection requirements).

o. Renovation of Historic Buildings

Renovation and preservation of existing significant structures is encouraged. Renovation of existing structures should respect original architectural design details representative of significant historic design idioms, where present, and avoid the introduction of new or artificial design styles or elements.

### **Interior Single-Family Residential Design Standards**

a. Architectural Design

For all new development, building design shall reflect the traditional and historic character of the Grove Street neighborhood.

b. Diversity in Architectural Design

To provide visual interest and diversity, no residential unit type shall be used more than twice within the same block without altering architectural features.

c. Entries

Attractive front entries should be provided with walkways directly accessing the street. Covered entry steps, porches, covered ramps, and landings are encouraged. Accessibility for those with limited mobility is encouraged through use of ramps or alternative entrances without curbs or steps.

d. Parking and Garages

i.) Whenever possible, detached garages or garage entrances located in the back of the house shall be used, or accessed from a rear alleyway, in order to leave the front yard free for landscaping and generous entrances.

ii.) To minimize the visual impact of garage doors where door must face the street, garages shall be recessed at least 4 feet from the rest of the front facade of houses.

e. Building Facade Materials

Building facades should generally be constructed of materials already used in the area, such as horizontal wood or composite siding, wood shingles, conventional stucco, and brick. Materials such as concrete, plywood siding without regularly spaced battens, or metal are

not appropriate. Building facade materials shall wrap around all four sides of a building to avoid the appearance of an applied finish to the front only.

f. Landscaping, Fences and Hedges

Traditional elements such as picket fences or low hedges to define the front yards of building adjacent to sidewalks, is encouraged. In place of conventional lawn and foundation plantings as typically found in newer developments, particularly where front yards are small, dense gardens of shrubs, groundcovers and flowers are encouraged to enliven and provide visual interest along the street.

g. Street Improvements

Street improvements for new streets shall be in accordance with standards and cross-sections included in the Circulation Element of this plan. In addition, new street alignments for east/west streets westerly of Grove Street should be designed to permit and preserve vistas across Dry Creek Valley to distant hills and ridges.

h. Landscape Buffer along Highway 101

For all new development on properties adjacent to Highway 101, a 20-foot wide irrigated landscaped buffer must be provided, to include dense plantings of redwoods and evergreen shrubs. This landscaped buffer may be provided either on highway right-of-way (based upon approval by Caltrans and any maintenance agreement needed) or on private property.

i. Sound Walls

Sound walls for noise mitigation shall be avoided whenever feasible; if unavoidable, sound walls shall be designed to be aesthetically pleasing and screened by heavy landscaping, irrigated and planted with ivy, which may include the landscape buffer required under Standard h. above.

### **Multi-Family Residential Design Standards**

a. All multi-family development in the plan area shall be subject to design review and approval based on compliance with the design standards in Section IX of the City of Healdsburg Design Review Manual.

b. Scale and Massing

As much as possible, multi-family unit projects should be designed to have the appearance of single-family residences from along public roads, i.e., W. Grant and Grove Streets. In scale and massing, the aim should be to provide visual harmony with the existing, predominantly single family residence character of the neighborhood and preserve neighborhood scale. The structure should have the appearance of a large single-family dwelling and not be articulated as individual units.

c. Architectural Design

Building design shall reflect and be harmonious with the traditional and historic character of the Grove Street/W. Grant Street neighborhood.

d. Land Use Buffers

Adjoining single-family residential uses shall be buffered from higher density residential uses where the two uses abut at the property line by ample building setbacks, fencing, and landscaping on the higher density parcel.

**Office and Multi-Family Residential Design Standards**

a. All multi-family development shall be subject to design review and approval based on compliance with the design standards in Section IX of the City of Healdsburg Design Review Manual.

b. Architectural Design

Building design shall reflect and be harmonious with the traditional and historic character of the Grove Street/W. Grant Street neighborhood.

c. Scale and Massing

As much as possible, multi-family unit projects should be designed to have the appearance of single-family residences from along public roads, i.e., W. Grant and Grove Streets. In scale and massing, the aim should be to provide visual harmony with the existing, predominantly single family residence character of the neighborhood and preserve neighborhood scale. The structure should have the appearance of a large single-family dwelling and not be articulated as individual units.

d. Land Use Buffers

Adjoining single-family residential uses shall be buffered from higher density residential uses where the two uses abut at the property line by ample building setbacks, fencing, and landscaping on the higher density parcel.

**Highway Commercial Design Standards**

a. All highway commercial development in the plan area shall be subject to design review and approval based on compliance with the guidelines included in the City of Healdsburg Design Review Manual under Urban Design District No. 4 (Dry Creek Road Area).

b. Land Use Buffers

Adjoining residential uses shall be buffered from commercial uses where the two uses abut at the property line by ample building setbacks, fencing, and landscaping on the commercial parcel.

**Light Industrial Design Standards**

a. All light industrial development in the plan area shall be subject to design review and approval based on compliance with the guidelines included in the City of Healdsburg Design Review Manual under Section XII (Industrial Development).

b. Architectural Design

In locations that are visible from Grove Street or W. Grant Street, building design shall reflect and be harmonious with the traditional and historic character of the Grove Street/W. Grant Street neighborhood. Building materials, roofing, and other major architectural features should be similar to those used in nearby residential buildings. Highly finished materials for building facades such as concrete and metal are not appropriate.

c. Landscape Buffer along Grove Street

For light industrial development on properties adjacent to Grove Street, a minimum 10-foot wide landscaped buffer must be provided along the street.

d. Land Use Buffers

Adjoining residential uses shall be buffered from light industrial uses where the two uses abut at the property line by ample building setbacks, fencing, and landscaping on the light industrial parcel.

## Chapter 9 Implementation Program

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The preceding chapters of this Neighborhood Plan provide the plan, objectives, policies, and standards for the orderly development of the plan area. This chapter sets forth a variety of implementing steps and regulatory and organizational procedures to implement the Grove Street Neighborhood Plan.

### **Summary of the Neighborhood Plan Implementation Program**

The following shows the approximate sequence of the key implementing steps that should be followed by the City to adopt and effectively implement the Neighborhood Plan:

- Adopt or certify the environmental document prepared for the Grove Street Neighborhood Plan and make findings as required for the California Environmental Quality Act (CEQA).
- Amend the General Plan as needed.
- Adopt the Neighborhood Plan.
- Amend the Zoning Ordinance to create the Grove Street Mixed Use Zone.
- Adopt rezoning for unincorporated portion of the Grove Street Neighborhood Plan Area.
- Design Grove Street improvements and determine appropriate/feasible financing mechanisms.
- Negotiate and set up any needed financial mechanisms to fund and implement needed infrastructure improvements, including for existing fully developed residential properties.

Once the Neighborhood Plan is adopted, individual property owners may then elect to file applications to the City for annexation and development. These are the steps to be followed once such applications are filed:

- Approve a resolution of annexation prior to applicants filing for annexation with the Sonoma County Local Agency Formation Commission (LAFCO).
- Conclude a property tax agreement with the County.
- Assist applicants in preparing a Plan for Services.
- If approved by LAFCO, annex property or properties requesting annexation into the City.
- Review proposed tentative subdivision maps and supplemental environmental information to be provided by applicants in regard to implementation of standards and mitigation measures set forth in the Neighborhood Plan and CEQA document to determine if further environmental review is needed.

- Negotiate any needed development agreements or set up any financial mechanisms to ensure public improvements on- and off-site are implemented as needed for specific development projects.
- Following public hearings before the Planning Commission and City Council, approve individual Tentative Subdivision maps by resolution with conditions of approval (as needed), contingent upon approval of annexation.
- Require design review and approval for proposed development to ensure consistency with Neighborhood Plan design policies and standards.

### **Planning Actions Required to Adopt Neighborhood Plan**

CEQA Requirements To meet the requirements of the California Environmental Quality Act (CEQA), an Initial Study will be prepared for the Neighborhood Plan. It is the City's intention that the environmental document prepared for the plan be tiered off the Environmental Impact Report (EIR) prepared for the City General Plan. In the event that it is found that approval of the plan will not result in any significant environmental impacts, or that the mitigation measures identified in the Initial Study as needed to ensure that potential significant adverse impacts are less than significant will be incorporated into the project, a Negative Declaration will be prepared and will be considered for adoption in conjunction with approval of the Neighborhood Plan by the City. An EIR would only be needed if there are potentially significant impacts that cannot be adequately mitigated or avoided and in which the City would be required to make a statement of overriding considerations prior to project approval. The City's adoption of a Negative Declaration or certification of an EIR would not constitute approval of the Neighborhood Plan.

The environmental document prepared for the Neighborhood Plan will be prepared to cover the development of the plan area as a whole, although annexation and development of the area may occur over a period of several years and on a property-by-property basis. The environmental document adopted in conjunction with the approval of the Neighborhood Plan will expedite the processing of subsequent annexation and development proposals in the plan area. Projects that are consistent with the plan, and are determined to not result in new effects or require additional mitigation, may be approved without further environmental documentation. For other projects, further environmental review will be needed if it is determined that significant impacts are possible that were not addressed in the previous environmental document, or that the project will not comply with the General Plan or Neighborhood Plan. For projects involving annexation, the Sonoma County LAFCO would be a responsible agency if an EIR is required or if a Negative Declaration is adopted.

General Plan Amendments The City will need to amend the Healdsburg General Plan Land Use Diagram to reflect the land uses as shown in the Land Use Plan (Figure 4-1) of this Neighborhood Plan. Figure 11-3 in the General Plan Policy Document will also need to be amended to delete a proposed community park site on the west side of Grove Street, and instead show this park site on the City-owned detention basin property. In addition, the General Plan will need to be amended to include the Grove Street Neighborhood Plan street standards

as shown in Figures 6-2 and 6-3), as well as associated policies and text. No changes in the General Plan's circulation plan will be needed.

Adoption of the Neighborhood Plan Following amendment of the General Plan, the Neighborhood Plan will need to be adopted by the City.

### **Planning Actions Required to Implement Neighborhood Plan**

Prezoning As part of this Neighborhood Plan, the City has determined the appropriate zoning applicable to the unincorporated portion of the plan area in anticipation of eventual annexation of this area to the City. Such prezoning becomes the zoning of property when the annexation becomes effective. The prezoning must be consistent with the General Plan (as amended) and Neighborhood Plan land use designations. Adoption of prezoning is by ordinance approved by the City Council.

For much of the plan area, the existing zoning ordinance will be sufficient for application to proposed land uses and densities in the plan area. However, the Neighborhood Plan proposes a new zoning district (Grove Street Mixed Use) that is presently not included under the current City zoning ordinance. Therefore, prior to adopting prezoning of the unincorporated portion of the plan area based on the Prezoning Plan included in this Neighborhood Plan, the City will need to amend the zoning ordinance to create the new Grove Street Mixed Use Zoning District.

Grove Street Design and Financing Plans Prior to approving any further new development along Grove Street, the City will complete a street design and plan for Grove Street so that both comprehensive and incremental improvements can be implemented in a coordinated fashion. This plan shall include alignments and design standards for providing on-street parking bays, street trees, pedestrian/bike paths, as well as associated features such as storm drain facilities. In addition, either following or in conjunction with the above, the City of Healdsburg will conduct a study to identify and assess potential funding of street improvements for Grove Street and adjoining section of West Grant Street, including but not limited to developer fees and exactions, traffic impact fees, capital improvement plan funds, and establishment of an assessment district or lighting and landscaping district (such as for the landscaped area of the street right-of-way). This study should also recommend funding responsibilities for implementation of improvements in regard to the City as well as developers and property owners desiring entitlements from the City.

Based on the plans and cost estimates provided for improvements to Grove Street noted above, one or more funding mechanisms will need to be developed to implement these plans on an interim, phased, or fully completed basis. Since establishment of an assessment district may be found infeasible, and for the purpose of constructing street improvements adjacent to existing development in annexed and unincorporated portions of the plan area, the City of Healdsburg shall investigate the feasibility of using Community Redevelopment Agency (CRA) funding for improvements to Grove Street, as well as possibly other needed infrastructure improvements (i.e., storm drains, lighting, and parallel sewer systems) where it can be shown there is a community-wide benefit.

## **Planning Actions Required to Annex and Develop Property**

Annexation Annexations of land to cities are regulated by the Cortese/Knox Local Government Reorganization Act (Government Code Sections 56000 et seq.). Under provisions of this Act, land contiguous to a city may generally be annexed to a city if annexation would not result in an island of unincorporated land. Proponents of an annexation must secure the approval of the affected city and the Local Agency Formation Commission (LAFCO). Sonoma County LAFCO, which must approve all annexations, requires rezoning and a public services development plan for public services. Government Code Section 56375 sets forth powers and duties of LAFCO which include the following:

- "(a) To review and approve or disapprove with or without amendment, wholly, partially, or conditionally, proposals for changes of organization or reorganization. However, a commission shall not have the power to disapprove an annexation to a city, initiated by resolution, of contiguous territory which the commission finds is either:
- (1) Surrounded or substantially surrounded by the city to which the annexation is proposed...is not prime agricultural land as defined in Section 56064, is designated for urban growth by the general plan of the annexing city, and is not within the sphere of influence of another city.
  - (2) Located within an urban service area which has been delineated and adopted by a commission, which is not prime agricultural land, as defined by Section 56064, and is designated for urban growth by the general plan of the annexing city."

Annexation procedures are determined based on whether the proposed annexation area is considered "inhabited" or "uninhabited". An "inhabited" annexation proposal includes an area that is inhabited by 12 or more registered voters. For this kind of annexation proposal, an election must be held and the proposed annexation must be approved by a majority of registered voters residing in the proposed annexation area. An "uninhabited" annexation proposal includes an area with fewer than 12 resident voters, in which no election is held, but the proposed annexation may be denied based on a protest by at least half of the property owners. Following either procedure, LAFCO reviews the annexation proposal for approval or denial.

The process in which LAFCO reviews and approves an annexation proposal includes the following steps:

- An annexation map would be prepared by either property owner(s) requesting the annexation or by the City, to include boundaries for the area to be annexed (which may be preceded by a sentiment survey to determine property owner/resident preferences in regards to possible annexation).
- By resolution, the city would submit an application of annexation to LAFCO.

- LAFCO staff would review the annexation request along with any required CEQA documents, including any prepared prior to approval of the Neighborhood Plan, and make recommendations to the Commission.
- The commission would review the application, Neighborhood Plan, and CEQA documentation, possibly require a public hearing (depending upon sentiments of landowners involved or surrounding landowners), and approve or disapprove.
- The City Council would approve the annexation by resolution and initiate notification procedures with the State Equalization Board and other agencies, and recording, to complete the annexation process.

The Healdsburg City Council has tentatively established the following guidelines for processing annexation requests for properties in the plan area:

1. No mandatory annexation of individual properties shall be made, unless required by LAFCO or if a prior agreement to annex has been executed for the property.
2. No mandatory sewer or water hook-ups are required for existing developments unless there is an on-site system failure or there is a change of land use, additional dwelling units or expansion of the commercial/industrial floor area.
3. No annexation or development fees will be required for properties that are already developed to their potential or there is a reasonable expectation that they will not further develop in the near future. They will have to pay the fees with change of use, new development or other discretionary permit issuance.
4. Connection to the City sewer system will require installation of a collector main at user expense, unless the City chooses to install the system, in which case, a condition of service fee will be charged in addition to the established sewer development fee.

Tentative Subdivision Map Approvals Following annexation, applications for individual tentative subdivision maps may be accepted by the City consistent with City requirements. Such projects will need to identify what and how public improvements will be provided to serve the proposed development. Public improvement such as streets and utilities may need to be phased to allow orderly development of the area.

City staff will review each subdivision proposal for consistency with the Neighborhood Plan, and will also determine if the environmental documentation prepared for the Neighborhood Plan is sufficient for addressing the impacts of the subsequent projects, or what, if any, additional information or documentation will be needed.

Final Map Approvals When all issues associated with the Tentative Map are resolved, a Final Map may be filed and approved by the City, in keeping with City standards and procedures, and the Subdivision Map Act.

Public Improvement Plans Following tentative or final map approvals, the applicants should prepare for City review and approval Public Improvement Plans, consisting of detailed engineering designs and documents for all streets and utilities necessary to develop the

proposed land uses. Any on-site and off-site public improvements needed to serve the proposed development will need to be specially designed. Planning for public improvements will need to be phased in some areas to allow for the orderly development of the plan area.

Financing Plans Detailed financing plans may need to be prepared with the assistance of private developers and made part of a development agreement, reimbursement district agreement, or other type of funding mechanism as needed to ensure the capital improvements necessary to serve and accommodate proposed development are implemented.

Design Review and Approval All new development will be subject to design review to ensure that consistent application of the design standards included as part of this Neighborhood Plan will maintain the intended design character of the area. Elevations for projects involving only one single family dwelling (new construction or remodeling) will need to be submitted to the City for staff review and approval. Elevations for all mixed use, commercial, office, light industrial and housing development proposals other than individual custom homes will need to be submitted to the City for Planning Commission review and approval. Proposed designs for signs for commercial, light industrial and office uses will also need to be submitted to the City for Planning Commission review and approval.

### Responsibilities for Planning Actions

The following table indicates the responsibilities for preparation and adoption or approval of the documents involved in the planning actions discussed above.

Table 9-1 Responsibilities for Planning Actions

<u>Implementing Actions</u>	<u>Preparation</u>	<u>Adoption/Approval</u>
CEQA documentation	City	City
General Plan amendments	City	City
Neighborhood Plan adoption	City	City
Rezoning	City	City
Grove Street Design and Financing Plans	City	City
Annexations	City/Developers	LAFCO/City
Tentative Maps	Developers	City
Public Improvement Plans	Developers	City
Final Subdivision Maps	Developers	City
Financing Plans	City	City
Site Development/Design Review	Developers	City

### Typical Development Review Process

The intent of this section is to summarize the typical procedural steps needed to review and approve projects in the plan area. The following discussion of the development review process is simplified. Detailed information on how a proposed project can be processed should be obtained from the Healdsburg Planning Department.

### Summary of the Development Review Process

- A proposed project (i.e., annexation, tentative map or development plan) is submitted to the Healdsburg Planning Department for processing.
- Each project will be reviewed by staff for conformance with city land use laws, engineering standards, and the provisions of the General Plan and this Neighborhood Plan.
- City planning staff will conduct an environmental review to determine if the proposed project is consistent with the provisions of the Neighborhood Plan to protect the environment, and whether all important issues were adequately addressed in the CEQA documentation prepared for the Neighborhood Plan, or whether additional information is needed. Projects that do not conform to this Neighborhood Plan nor propose mitigation adequate to address impacts may require a focused EIR or other type of CEQA document prior to project approval.
- Site development/design review will be required for all projects in the plan area to ensure adherence to design standards in the Neighborhood Plan.
- Each project will be reviewed for its consistency with the provisions of the General Plan and this Neighborhood Plan. Based on findings, it will be approved, approved with modifications, or denied.

### Responsibilities

Land Owners/Developers

Planning Department  
Public Works Department

Planning Department

Planning Department  
Planning Commission

Planning Department  
Planning Commission  
City Council

### **Neighborhood Plan Consistency and Amendment**

Following adoption of this Neighborhood Plan, no rezoning, annexation, development plan, subdivision, use permit, or other entitlement for use shall be approved by the City and no public improvement shall be authorized by the City for construction in the plan area until a finding has been made that the proposed planning approval, entitlement, or public improvement is in substantial conformance with the Neighborhood Plan. Approval of rezoning and annexation, development and public improvement plans, and use permits shall also be substantially consistent with the applicable provisions of the Healdsburg General Plan. All Neighborhood Plan changes (both minor and major) must be found consistent with the Healdsburg General Plan, or a General Plan amendment may be required.

Amendments to the Neighborhood Plan may be requested by a developer or property owner and may be initiated by the City in accordance with City procedures for initial Neighborhood Plan adoption. Neighborhood Plan amendments shall be processed in accordance with City resolution. Minor amendments can be approved by the Planning Commission, while major amendments will require approval by the City Council after receiving a Planning Commission recommendation.