



Napa County Regional Park
and Open Space District

Planning Commission Mtg.

AUG 12 2015

Agenda Item # 9A

Karen Bower Turjanis
Director Ward One

Tony Norris
Director Ward Two

Michael Haley
Director Ward Three

Dave Finigan
Director Ward Four

Barry Christian
Director Ward Five

August 11, 2015

County of Napa Planning Commission
1195 Third Street,
Napa, CA 94559

RE: Comments on the Final Environmental Impact Report for Syar Napa Quarry

Dear Commissioners:

On behalf of the Board of Directors of the Napa County Regional Park and Open Space District, I am writing to comment on the draft Final EIR for the Syar Napa Quarry expansion.

The Park District Board of Directors has followed this project since it was first proposed in 2009, and has provided comments on the initial scoping document, the draft EIR, and the first draft Final EIR. Throughout the process, the District Board of Directors has focused solely on the protection of Skyline Wilderness Park, including what would be the proposed project's potential impacts to Skyline Wilderness Park, as well as methods for reducing adverse impacts on the park. The larger question of how to balance the goal of preserving the park with other community goals such as economic development or neighborhood protection is beyond the purview of the Park District; as such, the District Board of Directors limits its comments to issues that affect Skyline Wilderness Park, and takes no position for or against the project overall.

The District Board appreciates that the draft Final EIR now before the Planning Commission provides much greater detail regarding the relative impacts of alternatives to the project as proposed. In particular, the "hybrid alternative" recommended by County staff appears to significantly reduce adverse impacts to Skyline Wilderness Park and its users. The hybrid alternative is clearly environmentally superior compared to the project as initially or even currently proposed by the applicant.

While the hybrid alternative resolves many of the issues previously raised by the District, the District remains concerned that this alternative does not adequately protect the peace and solitude that characterizes the wilderness portion of Skyline Wilderness Park. These impacts relate to the expansion of the quarry into the Pasini property. The District Board of Directors recommends that:

1. Consideration be given to excluding the Pasini property from the quarry permit at this time, with the understanding that this issue could be revisited in 20-25 years when the rest of the quarry is closer to running out of rock.
2. If the Pasini property is included in the quarry permit, in addition to the exclusion areas included in the hybrid proposal, a minimum setback of 300 feet from the park boundary be maintained for mining operations along the northern boundary of the Pasini Property.

The issue is noise. According to the draft FEIR, even under the hybrid alternative the park and its users will experience noise levels over 70 dB at the park boundary with the Pasini property, and over 50 dB for a substantial part of the wilderness portion of Skyline Park. These noise levels exceed the County noise ordinance standards. This is a significant adverse impact, and should be so identified in the FEIR.

The proposed conditions of approval for the quarry project expansion include a requirement that quarry operations must comply with the County Noise Ordinance, but the information in the FEIR clearly demonstrates that with removal of the Pasini Knoll these noise standards would be violated. Until and unless new technology is developed for quieter equipment and blasting, there appears no way for the quarry operation to remove the Pasini Knoll and still meet the requirement that the operation not exceed County noise standards.

To comply with the County noise standards, no part of the Pasini Knoll within 300 feet of the park boundary should be excavated. This would ensure that all mining operations would occur on the south side of the top of the knoll, and enable the knoll to provide sound (and visual) buffering between the quarry and the park.

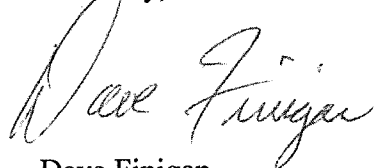
According to the analysis in the FEIR, the expansion of the Syar quarry as requested by the applicant would provide rock for the next 35 to as much as 45 years into the future. According to FEIR and various statements by the applicant, the Pasini Knoll does not need to be mined until 20 or more years from now. The most straightforward solution for protecting the park from this undesirable noise intrusion would be to not allow the quarry to expand into the Pasini property at this time. There appears to be no compelling need to approve this expansion at this time. It is very difficult today to accurately project demand for quarry rock 20 or 30 years into the future, as well as what regulations (local, regional and state) will be in place at that time. It is also speculative to assume that quieter mining technology will be available in 20 years. Deferring a decision on the Pasini property means better information will be available at the point when a decision is really needed.

The District is also concerned that expansion of mining into the Pasini property will set a precedent that will support the State not renewing the County's lease of Skyline Wilderness Park in 2030, and selling or leasing the land for further quarry expansion. This concern is amplified by the fact that the State maps showing mineral resource areas were revised in 2013, and now include much of Skyline Wilderness Park in the areas identified as containing mineral resources.

Skyline Wilderness Park is a wonderful amenity for the residents of and visitors to Napa County. The Park District Board of Directors requests that you do all you can to protect this unique and irreplaceable resource.

Thank you for your consideration of our concerns.

Sincerely,

A handwritten signature in cursive script that reads "Dave Finigan". The signature is written in dark ink and is positioned above the printed name and title.

Dave Finigan
President, Board of Directors



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P.O. Box 537, Napa, CA 94559 phone: 707-254-8520 email: info@fonr.org www.fonr.org

August 12, 2015

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Directors**

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Napa County Planning, Building and Environmental Services Department
1195 Third Street, 2nd Floor

Napa, CA 94559

Attention; Donald Barrella, Planner III

Donald.barrella@countyofnapa.org

**SUBJECT: Comments on the proposed Syar Napa Quarry Expansion and
Surface Mining project #P08-00337; County of Napa "Hybrid" (Reduced
Production X Reduced Footprint Alternative Analysis)**

Dear Napa County Planning Department:

Friends of the Napa River (FONR) provides these additional comments regarding a possible 'hybrid' alternative under the California Environmental Quality Act (CEQA) to help ensure environmental integrity of a viable watershed, protection of valuable existing oak woodlands and consideration of parklands in public usage. The traditional CEQA fallback alternative selection of no project (no expansion, in this case) is the clearly environmental superior alternative instead of the provisions as needed and noted below. The Reduced Production X Reduced Footprint Alternative "hybrid" presented by County of Napa staff could have merit provided the following provisions are incorporated:

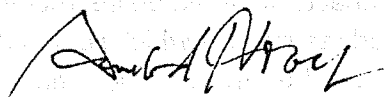
1. Necessary and central to these provisions are making no alterations to the Pasini Knoll and Ridge surfaces. The Pasini Knoll serves as a critical buffer for noise and dust from mining operations.
2. The buffer exclusion areas along publicly owned and used land boundaries ought to be;
 - Set in agency granted easements across protected oak woodlands, high ground topography and the valuable resources they contain (wildlife corridors, habitat, native plant communities, drainage, mitigation planting areas, natural noise buffers, natural dust buffers, old rock walls, etc.) to reduce chances of environmental and cultural impacts. It would be instructive to know if there are existing deeded restrictions which spell-out the nature and intended use of buffer areas along remaining State public properties in quarry properties acquired by Syar from the State of California; or

- Set 400 foot wide minimum quarry and industrial work exclusion setbacks, or
 - Set at whichever is the greatest width, or a combination of the two buffers recommended above, as appropriate for various locations on the site.
3. The Pasini parcel is zoned AG Watershed and must be respected for that highest and best use purpose. If below ground preferred mineral resources (like ribbons of blue basalt rock) are known with certainty, a deeper dug tunnel mining option should be permitted for Syar to minimize surface disturbances. After all, tunneling for wine caves are permitted by the County of Napa in AG Watershed zones now.

The Pasini parcel in its current open space use and in its prior agricultural use functions as an important component of the local watershed, excluded from surface quarry operations. Its oak woodlands, rocky features and meadow cover are of understandable value to the Napa community and provide watershed and view-shed services. The lasting value of this watershed needs to be honestly quantified in relation to any mere 35 year gain in extracted rock resource, particularly where the majority of that rock is projected to be exported outside of Napa County at higher cost in exhaust emissions and wear and tear on the roadways. The highest and best use of the Pasini property is to leave it intact as it continues to block industrialized noise, dust, and odor which will certainly blow through to public parklands from the gap created if the natural knoll and ridge is removed. The seasonal Pasini pond feature and its associated Arroyo Creek sub-watershed gained (for the most part) the protective attention it deserves in the recent proposal. Now the rest of the upland Pasini features deserve as much protection.

With demonstrated concern and responsibility for the local environments and watersheds, and for the cultural significance of adjacent properties, Syar will continue to be a positive and productive partner in the local Napa community for many years to come.

Sincerely,



Bernhard Krevet, President



Shari Gardner, Executive Director

Planning Commission Mtg.

Subject: Fwd: Planning Commission presentation August 12, 2015

Date: Wed, Aug 12, 2015 3:33 pm

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Good afternoon. My name is Dorothy Glaros, president of Skyline Wilderness Park at 2201 Imola Avenue. I am speaking on behalf of our entire 16 member Board of Directors. My presentation today is unanimously supported and approved by the Skyline Park Board and also the Skyline Association members and Skyline pass holders at our meeting last evening.

First: We respectfully request that you schedule an evening meeting for community input. At your April 1, 2015 meeting after testimony and a planning commissioner's comment of they did not want to receive any more emails, it was decided to hold another meeting when the community who worked could participate. On your web site under Minutes, Summary of the proceedings, "After public testimony Commissioners voted to drop the item from the agenda and re notice for a future **evening** meeting". 4 pm is the afternoon, **not the evening**. Most people are still at work and feel by the time they are off and try to come out here, they will miss what has been said and their opportunity to speak. Eleven out of sixteen Board members will be unable to attend because of work. That 69% figure is even higher among Skyline pass holders and community members. Holding the meeting in the afternoon clearly will not accomplish the goal of getting input from Napa residents who have to work but will certainly give an advantage to the all of Syar's employees who have finished their work day before 4 pm thus creating also an **unfair advantage** for Syar Industries.

Second: When the Planning Commissioners or Board of Supervisors are presented with the post cards included in Syar's two flyers, we want to go on record as stating that the information presented in their flyers is **not completely accurate, is misleading and uses scare tactics** such as not passing the expansion jeopardizes Measure T which "75% of Napa County voters said yes to" and that by only by passing the total expansion can we "make Measure T work." There are no figures to back this up and Measure T can be accomplished within budget without passage of the Syar expansion. .

Third: Skyline Park Board of Directors, Association members and pass holders would like to go on record as stating that Mr. Larry Pyle's letter to Mr. Barella of April 7, 2015 reflects his opinion as a private citizen only and the facts he presents are as he perceives them, The current Board, Association, pass holders, staff members and even the past board members who served with Mr. Pyle would **never** advocate with such a letter being written on behalf of Skyline nor agree with all of his statements but would like to strongly state they are completely **against** the Syar expansion presented here today. However Mr. Pyle's opinion may be more reflective of his position when he was president of our archery group and became good friends with fellow archer John Perry who is Syar Industries right hand man.

Fourth: While we note that in this updated document, Syar Industries allows lower Skyline Trail to remain on Syar land, we submitted in the DEIR our own redesign as theirs was untenable. If Mr. Syar is sincere in his offer, then the word "remain" should be replaced with "a trail license agreement for the life of Skyline Park". Only then will

we have assurance that Syar will not change their mind in later years. A portion of this trail touches a corner of the quarry farther along and at that point it needs to be beefed up with a better buffer. The 100 foot proposed buffer in the northeast section is inadequate. It also needs to be done now, not in 25 to 35 years when reclamation supposedly begins. This also needs to happen in the area at the beginning of Skyline Trail facing west where there is presently a view of the quarry.

Fifth: We would like the mitigation measures of tree replanting to occur where it will do the most good and that is along our border with Syar. If they start now, the trees have a chance to mature and park users will receive the benefit as opposed to waiting another 25 years and living with quarry problems until then.

Sixth: Their own studies show that the noise levels in two locations in the area of the Passini Ranch will exceed 70 decibels. While the FEIR treats this as a "less than significant impact", this clearly violates the County noise ordinance of a maximum of 50 decibels. This area of Skyline is deep in the wilderness part of the park. While 70 decibels may be "less than significant" while standing near a busy roadway, it is unacceptable while standing in the total quiet listening to the birds chirp. There is no solution in place to correct it. Stating that some time in the future there may be equipment that will be quieter than lowers the noise level is pie in the sky hope.

Seventh: We would like the County to monitor the extent of mining and boundary delineations, extent of reclamation, ground water use, disposal of any contaminated fluids, air pollution, monitoring of dust production, and noise levels. Asking that Syar self monitor or just ignoring it as was stated in David Allred's Letter to the Editor of August 12th are both unacceptable solutions when the well being of the park, its users, its staff and the community is involved. Perhaps the County could appoint a Citizen's Oversight Group.

Eight: The Passini Ranch should be removed from the Quarry Expansion Plans. Some history: The Passini property has been co-owned by two partners and has been a long time, continuously working cattle ranch during the time of Basalt Rock. It was thriving when Skyline Park first came into being and clearly fit into its Agricultural Watershed zoning. It was fully functioning cattle ranch when Syar bought out one partner's half interest in the 90's. In 2012, Syar got the second partner's heir, Mr. Passini's daughter, to allow quarrying on the property. This quarry plan has been recent compared to the lengthy past history of a functioning cattle ranch. The increased buffer of 100 feet does nothing when you are pulling down a hillside. While the Hybrid Alternative proposed by County staff is an improvement, it is still not enough to protect the park. Even if this Reduced Footprint is discussed, its feasibility has not been addressed in the DEIR or FEIR. Since the document states that the Passini Ranch may not be needed for 20 to 25 years, it is possible to pull it out of the plans at this time without halting forward movement. As the time comes closer to its need, it can be applied for and its use justified. Non use of the Passini Ranch has never been explored nor has exactly how much high grade rock it contains. To be clear, the Passini Ranch area is the "wilderness" part of Skyline Wilderness Park and its treatment should be held to a higher standard. Every

attempt should be made to keep it more pristine.

Ninth: The FEIR is ~~still incomplete because it has never addressed the feasibility of a "no project" alternative. Syar has considerable rock left to quarry in the original EIR.~~ It has ~~also~~ never addressed the feasibility of not including the Passini Ranch in its plans.

Tenth: In the 2009 Skyline Wilderness Park Master Plan prepared on behalf of Napa County, Section 2: Purpose of Skyline Wilderness Park it clearly states what Skyline is supposed to do and the County's support of that. The Mission Statement states "Provide the opportunity for all community members and visitors to experience the diverse natural splendor, bio diversity and recreational resources of the park in ways that appeal to their interests and **preserves and enhances** these resources for **future generations**. There is much in sections 2 and 3 that that validate the efforts that Skyline needs to make and that the County needs to uphold. The Vision Statement is "Skyline Park will offer the same opportunity for future generations to experience the wonder of the wilderness close to home through nature based activities which suit their interests as we can experience at Skyline Wilderness Park today." By adopting this FEIR and project the County is going against what they written and advocated for.

In closing, I along with others have been with the park since its inception, donating tens of thousands of volunteer hours over the last 38 years. We want to leave a legacy behind so as Napa becomes more urbanized, its residents will have a wilderness experience to cherish. In Section 3, the State of California "quotes the great law of the Iroquois Confederation ... That law states: 'In our every deliberation, we must consider the impact of our decisions on the next seven generations' It goes on to state "When applied to the destiny of Skyline Wilderness Park, it is clear that the County of Napa and the community it represents must do whatever is necessary to enhance, protect and preserve in perpetuity the biodiversity, spirit of participation, enlightenment and delight the Park provides for the people of our region." I ask this Commission to help us preserve our precious Skyline Wilderness Park. .

Appendix A: Letter from a Skyline Board member that he cannot attend a 4 pm meeting but needs an evening meeting as was promised.

Appendix B: Letter from Skyline Trail Master John Aranson asking this Commission to look at other options.

Appendix C: Sections 2, 3 & 4 of the Skyline Wilderness Park Master Plan

From: f

To: donald.barella <donald.barella@countyofnapa.org>

Subject: Meeting

Date: Wed, Aug 12, 2015 11:05 am

APPENDIX A

Donald,

As an advocate of skyline park I wont be able to make the 4 pm Syar Planning commission meeting because I have a typical job that I am working during those hours like most everyone else except Syar employees. Wouldn't i be more reasonable/ fair to the public to hold it at a time when people are most likely to be off of work? 95% of the people I know are working still at 4, It would be a lot more reasonable to hold it at say 630 pm or on a Saturday? I can't help but be reminded of the latest Dukes of Hazard movie when they are holding a court hearing to approve destroying the town for a stripmine during the exact hours that the big rally race is going on so no one but the mine reps will be there.

Regards,

Matt Petrini

Allweld Metal Fabrication

1-707-815-5280

www.allweldmf.com

527 California Blvd.

Napa, Ca. 94559

From: (.com>

To: d

Subject: Syar Letter.

Date: Wed, Aug 12, 2015 3:17 pm

APPENDIX B

My name is John Aranson. I am the trail coordinator at Skyline wilderness Park. My job is to maintain and keep safe the twenty four miles of trail we have in the park. I spend eighty hours a month in the park working and patrolling the trails. I love this little park for a variety of reasons, which I have stated publicly at Planning commission meetings.

Skyline Park is the only legitimate Open Space that the city of Napa has. We provide recreation and solace to so many citizens of Napa and people from all over the Country and world. Skyline is a self sustaining Park and we don't obtain funds from any outside source. It's a gem of a Park and I'm very concerned about the Syar expansion.

Over the past several months I have taken all members of the Planning Commission on field tours of the Park. My intent was to show them first hand what I believe would be impacts of the Syar expansion. I took them to Passini knoll along the Skyline trail to show them the impacts of what will happen to the serenity of the Park if Syar is allowed to expand there quarry operations. The 100 foot proposed buffer zone from the Skyline property line is just NOT ENOUGH!! There is one main reason for this. There is no geographical feature like a ridge line, mountain etc that will separate the noise and dust coming into the Park. Imagine walking from the trail head up to the interior of the Park only to be besieged by the sound of large trucks and quarry equipment. Visitors would stop coming to the park, and I wouldn't blame them.

On days when the wind is blowing from the Northwest. I can clearly hear the quarry operation in progress from most parts on the West side of the park, and this work is being done nearly half mile from the park boundary. If the prosed Syar quarry operations is passed there equipment , noise and dust will be right on top of us.

I realize that Syar provides a vital commodity to Napa. Skyline Park also provides a vital experience to people who live and work in Napa. I urge you to please reconsider and look carefully at other options. Once this expansion starts there is no going back.

Section 2: Purpose of Skyline Wilderness Park

Based on the research leading to the development of this Master Plan, it is clear that the Skyline Park Citizens' Association, as longtime stewards of the park, view the park as a significant and diverse environmental asset. They have sought to protect and share it with the community in a way that focuses on the unique attributes of the landscape, provides recreational and educational experiences that reflect the interests of the local community and visitors, and which tread lightly on the park's natural resources. Their long-term vision for the park includes maintaining the parks' wilderness areas and public access, as well as its rustic appeal.

The Master Plan work sessions with the Advisory Committee validated the basic tenants held by the SPCA. Committee members confirmed the mission and vision, but then expanded the mission slightly to address the changing constituent population and an increasingly complex park context.

The results of the Master Plan research, and the Advisory Committee input, are captured in the following definition of a public park, and the following mission and vision statements for the park. These serve as the core guideposts for the principles and strategies contained in this Master Plan. They are intended to guide future development and operation of Skyline Wilderness Park in a way that will sustain it over time, and through changes in leadership, surrounding land-use patterns and economic circumstances.

Definition of a Public Park

The lease agreement between the County of Napa and the State of California requires that Skyline Wilderness Park be improved and operated as a "public park". The lease agreement does not define what constitutes a "public park."

This Master Plan defines "public park" as a place where the following applies:

1. All uses are consistent with current and long-range protection and preservation of the natural resources of the park for the benefit of future generations.
2. All facilities and programs are open to the general public, and to user groups and organizations on an equal basis. Special provisions may apply to approved Partner Organizations, as discussed in Section Four—Access.
3. Fees for general park use or for membership in Partner Organizations are equitable, as low as is fiscally practicable and do not have the effect of excluding or unreasonably limiting appropriate public use.

Mission Statement

The mission of Skyline Wilderness Park starts with the requirement that it be a public park, but goes well beyond this by also encompassing a range of resource stewardship and community participation objectives, as follows:

Provide the opportunity for all community members and visitors to experience the diverse natural splendor, biodiversity and recreational resources of the park in ways that appeal to their interests and preserves and enhances these resources for future generations.

The Mission Statement reflects the following objectives for the preservation and public use of this unique resource:

- Preserve, protect and restore the natural systems of the park.
- Provide activities which take advantage of the unique attributes of the park and which appeal to the contemporary interests of county residents and visitors.
- Provide interpretive experiences for the community so they understand and appreciate the natural values of the park.
- Foster public involvement in site planning and stewardship in order to continue and strengthen the public's commitment to the park and the preservation of its resources.
- Sustain the history of shared-use trail corridors and foster programming and practices that enhance positive relationships among disparate users.
- Foster an atmosphere of openness and cooperation among the State of California, the County of Napa, the Skyline Park Citizens' Association, other partners and user groups and the local community, which recognizes their shared responsibility for stewardship for the park.
- Seek to form new and expanded partnerships with like-minded organizations in order to contribute to optimum use of public resources by maximizing collaboration and minimizing programming overlap and competition for funding.
- Preserve the rustic character of developed areas, and avoid the development of an urban-park ambiance with manicured landscaping.
- Seek permanent protection for and operation of Skyline Wilderness Park as a public park.

Vision Statement

Skyline Wilderness Park will offer the same opportunity for future generations to experience the wonder of the wilderness close to home through nature based activities which suit their interests as we can experience at Skyline Wilderness Park today.

Section 3: Statement of Value

Why We Care

Skyline Wilderness Park is a public resource like no other.

Its 850 acres of natural habitat in the beautiful Napa Valley is certainly noteworthy. Rising from just 100 feet to 1,650 feet above sea level, the park is the scenic backdrop to the largest city in Napa County. Oak woodlands, rock outcrops, unexpected meadows and riparian habitats are home to an incredible diversity of wildlife ranging from newts and salamanders to mountain lions and bald eagles.

Traces of Native Americans and rural eighteenth and nineteenth century life in the Napa Valley catch the eye and tweak the imagination of modern-day visitors. Intrepid hikers can take in sweeping views of downtown San Francisco and the Golden Gate Bridge, the twin peaks of Mount Diablo in the East Bay, Mount Tamalpais rising above Marin County, and the dramatic image of Mount St. Helena defining the northern extent of the Napa Valley.

As special as these qualities are, they are not what makes Skyline Wilderness Park unique. People, involved with nature, define this special place.

Skyline Wilderness Park exists because of community leadership, public involvement, and personal passion.

The park is built on State of California land that the State has periodically considered selling as surplus. Only the vision and energy of many concerned citizens preserved this land and developed this park, and only a partnership of public officials and private advocates has continued to protect it.

The park provides exceptional outdoor recreation opportunities. These include 22 miles of multi-use hiking, mountain bicycling and equestrian trails—the most of any park, by far, in Napa County. The park has the best disc golf range in northern California, and a world-class archery range. With an arena, warm-up corral and horse trail training area, the park is the best public equestrian facility in the region. The open lower meadow is ideal for historical appreciation groups such as the Society for Creative Anachronism and environmental education events such as Earth Day.

Located immediately adjacent to the City of Napa, and just north of the City of American Canyon, the park is close to home for three-quarters of the residents of the entire county—a critical adjacency for public health advocates seeking to encourage Americans to make exercise part of their daily routine, as well as for school teachers seeking a place where their urban students can see, smell, touch and taste nature. Open space next to where people live and work is also the formula for success for the native plant propagation and restoration work of the local chapter of the California Native Plant Society.

The park provides one of only two public campgrounds in Napa County where kids can pitch a tent, roast a marshmallow or see the stars at night without the blinding interference of city lights.

Skyline Wilderness Park is also exemplary in the pragmatic world of economics: the park is operationally self-sufficient, relying not on taxes but on volunteers and financial support from park users.

The State of California, in the introduction to its current Strategic Vision, (The Seventh Generation: The Strategic Vision of California State Parks 2001.) quotes the great law of the Iroquois Confederation as the primary motivation for good park planning. That law says:

*“In our every deliberation, we must consider the impact
of our decisions on the next seven generations.”*

When applied to the destiny of Skyline Wilderness Park, it is clear that the County of Napa and the community it represents must do whatever is necessary to enhance, protect and preserve in perpetuity the biodiversity, spirit of participation, enlightenment and delight the Park provides for the people of our region

Section 4: Guidelines for Planning and Operation

Governance

Background

Governance refers to the collection of responsibilities that a small group assumes for an organization on behalf of a constituency. Governance activities include setting direction for the organization, preparing plans and assuring implementation of those plans. Governance includes assuring that funding is sufficient, establishing policy, arranging for paid and unpaid staff to manage the organization effectively and exercising fiduciary responsibility. It also includes ethical and accountable management of organizational resources. The process of governance is an exercise in reflecting and balancing the interests of constituent communities in decision making. Governance responsibilities are separate from administrative and management responsibilities, although in small, volunteer, non-profit organizations such as the Skyline Park Citizens' Association, members of the governing Board of Directors often also function as volunteer management staff.

The Lease Agreement between the State of California and the County of Napa runs through the year 2030. It establishes the goal for Skyline Wilderness Park to function as a public park. Responsibility to achieve that goal through governance and management is delegated by the County, through a Concessionaire Agreement, to the Skyline Park Citizens' Association (SPCA), an independent non-profit organization. The original Agreement was for five years, but included automatic renewals every five years through the year 2030, assuming the SPCA requests renewal, and the County determines the SPCA is in compliance with the terms of the Agreement. SPCA is responsible for adopting by-laws, policies and procedures to guide the governance and operation of the park. As a concessionaire of the County of Napa, operating on public land, the SPCA is the legal agent of the County and subject to County policies and procedures as well as numerous regulations of the State of California. As a California non-profit corporation, it is also required to act consistently with its articles of incorporation and its adopted by-laws.

The SPCA governs through a volunteer Board of Directors made up of 7 members. According to the SPCA by-laws, board membership includes: the officers of the Corporation (President, Vice-President, Secretary and Treasury), the Past President of the Corporation, and three Directors at-large who represent the equestrian, bicyclist and hiker user groups. An additional three individuals are designated to serve as alternates in the absence of the Directors at-large. Board of Directors are elected annually by a majority vote of the SPCA membership. They serve a one year term with no term limits. Officer duties are spelled out in the bylaws, as are the limitations on board authority. There is no general board member responsibility description nor is there a formal board member recruitment process.

☐ Skyline Wilderness Park Master Plan

The current SPCA board is made up of individuals who live in or adjacent to the City of Napa. Three board officers and one member at large are equestrians and members of the Saddle Jacket Riding Club. The current president is also the current president of the Archery Club. Other members-at-large represent hiking and cycling activities.

The SPCA currently has about sixty-five members. The membership meets monthly for a total of at least 10 meetings per year, where information is shared, plans are considered and issues are occasionally put to a vote. SPCA membership meetings are open to the public. The SPCA board also meets monthly to tend to the business of the organization. These meetings are closed to the membership and the public.

Various board committees have formed to address specific aspects of park planning, programming, development and management. They tend to function in an episodic, rather than on-going manner.

Historically, the park has been self-sufficient in terms of funding operations with only occasional, though significant, capital funding provided by the County of Napa. Board governance and operating policies beyond the organizational by-laws have been relatively informal, not well-publicized and inconsistently applied. This approach was generally adequate when the park officially opened in the early 1980's. Over time, as the economic and physical context of the park has changed and the demographic of the local population has shifted, the user base of the park has grown both in numbers and diversity, and the issues faced by the community and by regional park governing boards have grown more complex.

The current board consists of committed and hardworking local citizens who have volunteered their time and talents generously to lead the park. Many of them have worked as directors of the park for decades, some from the very beginning. Among board members there is both an appreciation of the informal nature of park oversight, and a frustration with the problems it creates. As is the case with many volunteer-based non-profit organizations, policies are often reactionary rather than strategic in nature. This sometimes results in a tendency to "reinvent the wheel" and to second-guess and reverse decisions because they were done on an ad-hoc basis in response to particular immediate issues. The task of leading the park was likened by one board member to "reaching into a bowl full of Jello." This Master Plan provides an opportunity to set guidelines for the park that will allow it to continue to serve its intended mission, no matter who is at the helm.

In order to continue to serve its mission, the board needs to turn its attention to developing the board of the future. As existing board members retire or move on to other pursuits, new board members must be recruited who can move the park forward. These new members will need to bring experience to the board that will benefit the park and have the skills required to carry out their responsibilities with confidence. They must also represent the contemporary Napa County community, which the park exists to serve.

Improvements to board governance practices such as systematizing planning, decision making, and record-keeping practices and memorializing those systems would help to relieve some of the frustrations of current park leaders and assure that consistency can be maintained through changes in leadership. As an independent, non-profit corporation, the

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SPCA is primarily responsible for addressing these issues. At the same time, the County of Napa and the community at large have benefited greatly from the services provided by the SPCA in the past. It is therefore in the interest of the County to assist the SPCA when appropriate and possible to do so, as it confronts the continuing challenge of Board succession planning.

Objective

To provide governance practices for Skyline Wilderness Park that are:

1. Big-picture oriented, far-sighted and strategically integrated
2. Open, inclusive and community-interest driven
3. Ethical
4. Mission-based
5. Financially sound
6. Operationally effective
7. Clearly publicized

Principles

The following principles describe basic and contemporary standards for the governance of Skyline Wilderness Park, reflecting the multiple levels of distinct and independent yet interrelated laws, regulations and practices within which the park operates. They are intended to provide guidance for the County of Napa and the Skyline Park Citizens' Association, as well as for any future governing bodies responsible for stewardship and operations of the park, as they proceed with their planning and decision-making.

1. Governance practices are in compliance with all applicable agreements and state and local laws and regulations, including but not limited to the SPCA's Articles of Incorporation and By-laws, and the Concessionaire Agreement between the SPCA and the County of Napa.
2. Business related to the operation and management of the park is conducted in the spirit of the Brown Act for public agencies (Government Code Section 54950 et seq) under which the County of Napa is required by law to operate. The Skyline Park Citizens Association, as an independent, non-profit corporation is not required by law to comply with the terms of the Brown Act. However, because of the responsibility held by the County to assure that Skyline Park is operated as a public park and because of the inherent requirement for operational transparency that implies, SPCA business related to operation and management of the park must be conducted openly as well.

The spirit of the Brown Act which is relevant to Skyline Park business primarily includes the public noticing about and openness of membership and special meetings, including meetings of the Board of Directors. It also includes public noticing and openness related to other processes and forums through which discretionary decisions are made on behalf of the public about the operation and management of the park, as well as public posting of results. Specific protocols are

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spelled out in Appendix 5: "Protocols for Communication, Planning, Operations, Approvals, Permitting and Construction Projects."

3. The governing body represents the community in all of its diversity.
4. The governing body collectively has the range of skills, experience and time needed to manage the complexity of park operations.
5. Governance leaders have a clear understanding of their fiduciary responsibilities and are skilled and engaged board members.
6. Goal setting, planning and decision-making are mission and vision driven, strategic and non-discriminatory.
7. Resources are managed with efficiency, effectiveness and the long-term sustainability of the whole park in mind.
8. Site planning and any new facilities and amenities preserve and enhance the natural resources and rustic nature of the park.
9. Operating policies reflect the park mission, protect park resources and facilitate public access to the greatest extent possible.
10. Funding is sufficient to sustain infrastructure, programs and the natural resources of the park as well as to promote access that allows the widest possible community base to enjoy the park's natural splendor and developed amenities. (See Access section for discussion of principles that should guide user fees.)
11. Opportunities for expanding the boundaries of the park are explored, in order to further protect the natural character of the park, enhance the park's mission, facilitate efficient maintenance and operations, and to provide an improved visitor experience.

Strategies

As an independent non-profit organization, the SPCA has a lead role in implementing the following strategies. At the same time, through the Concessionaire Agreement between the SCPA and the County of Napa, the SPCA acts as an agent of the County for matters affecting the operation and management of the park; as such, the County of Napa has a responsibility to assure compliance with the principles of this Master Plan and the following strategies. The appropriate venue for the County to exercise its responsibility is during the renewal process for the Concessionaire Agreement in 2010 and each successive five years thereafter.

1. Evaluate board composition and seek to expand skill mix and representation.
2. Evaluate governing documents, update and fill in gaps as needed.

3. Review and articulate responsibilities for board members and initiate appropriate board member orientation and training programs.
4. Develop standard concessionaire assignment agreements with the Partner Organizations operating in the park that are consistent with the terms of the Skyline Wilderness Park Lease and Concessionaire Agreement and this Master Plan..
5. Evaluate park funding needs and available funding sources and opportunities. Develop an integrated funding plan with specific revenue stream designations, funding base targets and fundraising deadlines. Use the Mission Statement provided in this Master Plan to guide articulation of the role fees play in the over-all funding plan. Incorporate a diverse mix of funding sources—fees, memberships, fundraising events, grants, matching fund programs, gifts and bequests, in-kind services and donated goods—to provide the park with a sufficient and steady income stream.
6. Review decision-making policies and practices to assure that all users of the park are treated fairly and equally, and enjoy equal opportunities to access park facilities. At the same time, encourage organizations and user groups to finance the development of approved, mission based, activity-specific facilities within the park, as long as those facilities are reasonably open to the public. Such contributions can be used to offset standard user fees and provide priority in utilizing those facilities, provided such benefits are based on clearly articulated policy that applies equally to all groups. (See the discussion in Section 2—Definition of a Public Park, and Section 4--Access for more guidance on this topic.)
7. Develop a partnership between the SPCA and the Napa County Regional Park and Open Space District to share information and resources, coordinate grant and related fundraising efforts, and pursue common-interest projects and programs.
8. Articulate design standards for the park and apply them to existing and proposed new infrastructure, signage, landscape and building projects, so that the park retains the rustic, wilderness character that is the basis of its appeal.
9. Consider incorporating the operation and maintenance of the Bay Area Ridge Trail on the adjacent Tuteur property into the scope of the Concessionaire Agreement.
10. Pursue opportunities to incorporate Camp Coombs, Vallejo Lakes and other adjacent lands as available into the park.

Stewardship

The concept of stewardship extends beyond just environmental stewardship. For purposes of this document, it encompasses practices that sustain the viability of the natural resources within the park, as well as the social and cultural benefits of the park to the community, and society in general. There is also stewardship responsibility associated with the economic

sustainability of the park, which is addressed in both the Governance and Access sections of the Master Plan.

Historically, the park has viewed stewardship as pertaining primarily to preservation and protection of the park's natural resources. As a result, a variety of policies and practices are in place to protect park features. The current focus tends to be more on prevention of damage by limiting access rather than on proactive user education and involvement or strategic restoration programs. A notable exception is the strong partnership that the SPCA has developed with the Napa Valley Chapter of the California Native Plant Society, which has resulted in effective and proactive progress in habitat restoration, environmental education and community outreach.

Objectives

To assure the long-term protection, preservation and sustainability of the park's sensitive natural and cultural resources and to enhance their value to the community by implementing a stewardship program which is:

1. Effective
2. Visionary
3. Economically feasible
4. In keeping with the mission of the park
5. Flexible enough to respond to changes in community demographics and recreational needs

Principles and Strategies

Environmental Stewardship

Both the mission and the vision for Skyline Wilderness Park center on environmental stewardship combined with the enjoyment of nature by people. By preserving and expanding the natural landscapes and natural systems in the park, those responsible for the management of the park can provide incalculable value for park users and wildlife. This work increases biodiversity and galvanizes the sense of place that is unique to this park.

In addition to practicing good stewardship itself, the park provides an ideal opportunity for park users to learn about good stewardship practices, and about nature generally. Users of the park should have the opportunity to learn not only about the biodiversity of the park environment but also about the importance of biodiversity to the well-being of the earth, the importance of animal and plant habitat to biodiversity and the impact users of the park have on the nature within it.

The County of Napa recognizes the benefits of sustainable design and construction. The County in June of 2009 adopted the State Code related to sustainability, which is in most cases equivalent to the Silver rating of the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) rating system. The standards will be mostly voluntary until January 2011. The County's ordinance, together with the broader movement toward "green building" principles, creates an opportunity to expand the concept of park

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stewardship to encompass not only preservation of natural features at the park, but also the built and operating environment of the park.

The following principles and strategies are intended to guide the park in a proactive effort to enhance the successful sustainable practices it already has in place and to add new practices over time, as feasible. The desired outcome is a park that sets the contemporary standard in development and management for environmental sustainability among regional parks of its kind.

PRINCIPLES

Skyline Wilderness Park is part of a greater environmental context consisting of spaces that share soil systems, water, vegetation and topography. Design, development and operational practices will recognize that greater context and be consistent with the following principles:

1. Eliminate adverse impacts to the environment, both from construction or other short-term projects, and ongoing activities.
2. Enhance ecological functions of landscaped and natural areas.
3. Improve the health, safety and comfort of park visitors consistent with the essential rustic and nature-oriented character of the park.
4. Reduce waste and energy use to the lowest level feasible.
5. Recycle post-consumption materials where ever feasible.
6. Reduce long-term operation and maintenance costs.

STRATEGIES

1. Develop signage, educational programs, activities and events designed to interpret and educate park users about the natural resources of the park and their value. Concurrently, educate people about the impact they have on park habitats and how they can tread lightly on the environment while still having a good time.
2. Embrace site planning and construction practices that minimize impact on the park's natural resources and the environment in general.
 - Use capital improvement activities as opportunities to enhance sustainability.
 - Continue to concentrate construction in the already disturbed flatland areas that are away from sensitive environments.
 - Make development decisions with the whole park in mind. Strive for connectivity of green spaces to extend habitat and avoid isolated green patches.
 - Minimize alterations to natural topography.
 - Retrofit existing buildings and orient any new buildings to take advantage of passive solar energy, daylight and natural ventilation.

- Plant deciduous trees on the south and west sides of buildings to provide summer shade, and plant evergreen vegetation on the north and east sides of buildings to provide protection from winter storms.
 - Plan facilities, activities and landscaping to conserve water.
 - Use local plant and building materials to reduce transportation-related energy use.
 - Minimize light pollution at night.
 - Provide bicycle parking and adopt access policies that discourage single-occupant motor vehicle trips to and from the park.
 - Retrofit existing buildings, and strive for any new construction to meet the highest LEED Green Building Rating System level that is feasible.
3. Use design practices that reveal natural features and processes and which incorporate site specific cultural elements whenever feasible.
 4. Use local native plants when restoring and enhancing the natural landscape and minimize long-term irrigation needs in developed areas.
 5. Evaluate purchasing practices and take steps to acquire durable products that are both recycled and recyclable.
 6. Evaluate energy use, identify and implement strategies to reduce energy consumption, and switch to renewable energy sources where feasible.
 7. Evaluate storm water runoff to increase infiltration, decrease off-site flow volumes, and identify and correct problems of sediment entering streams.
 8. Evaluate the handling of animal waste, the use of insecticides, herbicides and other chemicals including those associated with park septic systems to identify and correct problems that may result in health hazards or degradation of water quality.
 9. Evaluate trash and vegetation debris disposal practices and improve composting and other re-purpose and recycling programs.
 10. Undertake a comprehensive evaluation of all of the trails within the park and make improvements that address impacts on water quality in the park's waterways, soil erosion and ponding of water on trails due to improper design, users short-cutting trail switchbacks and other issues.
 11. Evaluate landscape maintenance practices and strive to do the following:
 - Allow plants to realize their natural forms with minimal pruning.
 - Use organic mulch to retain water and suppress weeds where needed.
 - Use organic fertilizers where needed.
 - Implement integrated pest management practices where feasible. Discontinue use of non-organic pesticides and herbicides and limit use of organic pesticides and herbicides to the greatest feasible extent.

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- Evaluate irrigation controllers, delivery systems and operating practices and improve efficiency to the greatest degree feasible.
12. Identify degraded habitats and implement restoration programs.
 13. Assess short and long-term environmental sustainability of all Park facilities and programs on a regular basis.
 14. Adopt environmental sustainability policies for users of the park. Include language in all agreements that require the organization proposing a program or event to implement environmental sustainability practices by addressing how they will minimize energy and water use, waste, and negative impacts on the parklands and neighbors.

Community and Cultural Stewardship

The County recognizes the importance of optimizing resources, and values the exponential benefit that accrues to a community when like-minded organizations or those with similar missions collaborate, coordinate and support each other. Skyline Park is linked in mission with other recreational park and open space resources in the County and in vision and spirit with the Agricultural Preserve and the lands that have been preserved as open space by the Land Trust of Napa County. The size of Skyline Wilderness Park combined with the scope of its natural splendor provides unique opportunities for large groups to gather to play and enjoy nature. The Land Trust and the Napa County Regional Park and Open Space District are valuable sources of information and counsel which can offer support to and be supported by Skyline Wilderness Park in many ways. Local schools, service and special interest groups and municipal park and recreation departments are other parts of the community with which Skyline Park is integrated and in a strategic position to partner with and serve.

PRINCIPLES

Community and cultural stewardship at the park will be based on the following principles:

1. Recognize that the park is governed, developed and operated on behalf of the public.
2. Acknowledge that the park serves a local, regional, and touring visitor community and strives to respond appropriately to the interests of those communities.
3. Seek to partner with like-minded park or open space organizations to optimize collaboration and coordination, and minimize duplication of programs and competition for funds.
4. Seek to provide opportunities for people to gather and build community and good will.

5. Seek to provide programming that develops social capital -- the sense of public ownership that comes with participation, and results in reduced vandalism and increased safety.

STRATEGIES

1. Evaluate facilities, programs, activities and events for appropriateness within a public park setting.
2. Evaluate local, regional, and visitor needs and establish service levels for each group that are appropriate to the park mission and resources. Assure a balance of uses and a diversity of users at the park.
3. Develop an outreach program to identify potential partner organizations. Explore opportunities for collaboration on programming, funding, operations and/or administration and work to forge mutually beneficial partnerships.
4. Provide frequent opportunities to use the park for community gatherings that are in keeping with the park's mission.
5. Develop, train and deploy a diverse and loyal corps of volunteers to assist with every aspect of park management and operations practicable.

Access

Access refers to the opportunities for the public to use the park. It includes park amenities, facilities, programming and special events. This section also addresses fees and governing regulations that apply to park use by the general public and by organized user groups.

The original facilities and programming offered at Skyline Wilderness Park were determined by the interests of the SPCA Board and membership at the time the park was created. Over time, those offerings were augmented by new programs hosted or organized by special activity clubs that discovered the park and realized the opportunities it could provide for their members.

Current policies and procedures that govern general park use have been set by the SPCA board, with varying levels of involvement and concurrence by the County of Napa. Policies and procedures for group-sponsored activities have been set by user group leadership, in consultation with the SPCA board.

Fees for facility use and programming have been set on a case by case basis based on input from user groups and research into what other parks charge for similar activities. Under the terms of the concessionaire agreement between the County and the SPCA, park user fees must be approved by the County prior to implementation; however, County approval has not been sought nor obtained in quite some time.

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Current access opportunities are listed in detail in the Section I – Existing Conditions.. Most of these have been in place for years and have been well-used by the public since the day the park opened.

Over time the local community has expanded and public interests have diversified, suggesting a need to take a broader, more inclusive and more strategic approach to future facility development and programming. This includes looking not only at the facilities themselves, but also the need for a fee-setting strategy that considers both the role that fees play in the park's overall funding base, as well as the effect that fees have in shaping how the park is used and by whom.

Objectives

To assure that facilities, programming, use regulations and fee structures at Skyline Wilderness Park offer opportunities for all sectors of the contemporary local community to enjoy the park, and provide them with a better understanding about the value of nature-based experiences, about the natural world itself and about the impact of their place in it.

Principles

Facilities, amenities and programs for Skyline Wilderness Park will be:

1. Consistent with the park's purpose and mission.
2. Reflective of the intersection between the park's unique resources and community interests.
3. Open to the public to the greatest practical extent.
4. Non-discriminatory, in terms of age, ethnicity, gender, sexual orientation, religion or disability, and as inclusive as possible in terms of the income levels of users.
5. Based on broad citizen participation in the planning and development process, and periodically evaluated for relevance and value to the local community.
6. Designed to create a visitor experience that reflects a culture of welcome.
7. Appropriate to the preservation and enhancement of the park's natural resources and operated with environmental stewardship in mind.
8. Compatible with other uses of the park. In the case of events, activities will be designed to cause the least possible displacement or interruption of other uses at the park.
9. Compatible with adjacent neighborhood uses.
10. Versatile enough to respond to the changing needs of the population.

11. Provided through a fee structure which is as low as is fiscally practicable in order to avoid excluding or limiting appropriate public use, and tailored to advance stewardship objectives (such as minimizing vehicular traffic)
12. Within the park's funding and operational capabilities.
13. Consistent with applicable Napa County Codes, including but not limited to construction-related permits and special event permits.

Strategies

1. Periodically evaluate all existing facilities, amenities, and programming for appropriateness to the park's Mission and Vision and for expression of the principles stated in this Master Plan. Use the standard criteria provided in Appendices 9 and 10.
2. Periodically evaluate the range of facilities and programs provided at the park to determine if new or modified facilities or programs would result in a more balanced program mix that optimizes the park's unique attributes and responds to the local community's diverse and evolving recreational interests. Seek periodic input from the community about the scope and quality of facilities and programs in the park.
3. When new or expanded facilities are proposed, evaluate their appropriateness in terms of use, scale and location in light of the Mission, Vision, and principles contained in the Master Plan, and using the standard criteria provided in Appendices 9 and 10.
4. Develop and maintain a binder of standard policies and procedures for the use of Park facilities and activities that are in keeping with the park's mission. (See Appendix 10 for current policies and procedures).
5. Review the overall fee schedule for consistency with the principles contained in this Master Plan and consider adopting a new fee schedule for the park.
6. Encourage volunteerism by providing opportunities for users to offset fees by contributing volunteer work.
7. Proactively seek sponsors for and give priority to events that are clear expressions of the park's mission. Work cooperatively with such event sponsors to proactively overcome potential operational challenges.
8. Adopt a "good neighbor-policy." Implement it proactively to foster positive relationships with neighbors of the park, explore mutually beneficial alliances and promote successful dispute resolution between neighbors and the park when and if conflicts arise.

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9. Adopt a “conflict resolution” procedure. Implement it fairly and consistently in order to amicably resolve disputes between user groups or between users and the park.
10. Evaluate all facilities and activities for consistency with current requirements of the Americans with Disabilities Act.
11. Install additional native landscaping in the tent camping and RV areas to enhance the quality of the camping experience.
12. Evaluate enforcement strategies for maximum overnight stays in the park in order to ensure that, with the exception of up to two live-in caretaker units, the maximum overnight stay of two weeks policy is strictly enforced.
13. Set dog use policies that are the same for all park users. Continue to prohibit dogs south of Lake Camille, east of the RV areas and in the Martha Walker Native Habitat Garden. Allow off-leash dogs only in the designated, fenced area. Give further consideration to whether dogs should be allowed on-leash in other areas of the park.
14. Communicate all park use policies clearly to park staff and volunteers, and in particular to those supervising the entry kiosk and grounds, so that policies are consistently applied. (See Administration & Operations section)

Special Considerations for Partner Organization Facilities and Uses

Skyline Park has a strong tradition of partnerships with membership-based organizations that have a recreational or nature-based purpose. The park currently houses facilities for several such organizations. These partners are responsible for most of the facilities that have been developed in the park. Most of them host activities that need a great deal of space. Skyline Park is one of the few places in the community that is large enough to host outdoor equestrian facilities, archery facilities, disk golf facilities, native plant growing facilities and large, outdoor, group-sponsored events. These partner relationships are integral to the fiscal and operational health of the park.

In order to be true to the purpose of a public park, these partner-sponsored facilities and activities must reflect the park’s mission and be accessible to the public.

Principles

The SPCA and the County of Napa will encourage volunteer participation in and support for the park through both informal and short-term arrangements as well as through standing agreements with Partner Organizations. Informal and short-term partnerships consistent with this Master Plan are appropriately approved by the SPCA. By contrast, standing agreements with Partner Organizations must be formally authorized by both the SPCA and by the County through a Concessionaire Assignment Agreement.

Concessionaire Assignment Agreements with Partner Organizations are subject to the following principles:

1. Partner Organizations may have unique and on-going roles in constructing, maintaining and operating facilities and programs at the park. By virtue of these unique roles, Partner Organizations may have privileges (such as access to facilities, times of use, priority for use, or fee schedules) which are different than those which apply to the general public. Such privileges must be as limited in scope as is reasonable in relation to the public benefit provided to the park by the organization.
2. Partner Organizations will within the park provide activities, and only those activities, which reflect the park's mission.
3. If privileges include member-only events, such events may not unduly interfere with the ability of the public to engage in other appropriate park uses during the same time.
4. Membership and participation in Partner Organizations must be open to the public on a fair and equitable basis, membership criteria must not discriminate on the basis of race, ethnicity, gender, religion, sexual orientation or disability, and membership fees and charges must be as low as are fiscally responsible.

Strategies

Evaluate existing partnerships with member-based organizations that are operating facilities in the park to verify appropriateness to the park's Mission and Vision and to ensure consistency with the principles stated above. Use the standardized criteria provided in Appendix 9 to assist with this evaluation. Concession Assignment Agreements should then be taken to the SPCA Board of Directors and the County Board of Supervisors for review and approval.

1. Evaluate any future Partnership Organization proposals using the same standards as provided above
2. Evaluate fee, reservation and use policies for facilities in the park developed and/or operated by Partner Organizations for consistency with other park fees and policies.

Special Considerations for Trail Use

The long-standing tradition of multiple, non-motorized trail user groups sharing the park's trail system is highly valued and should be preserved and enhanced. At the same time, the diversity of trail users presents challenges. Maintenance for multi-use trails, which were not expressly and professionally designed with multiple uses in mind, requires significantly more effort than does maintenance for single use trails.

Skyline Wilderness Park is connected to the regional trail system through the River to Ridge Trail on the west and the Bay Area Ridge Trail (future) on the south of the park. These access points, as well as the auxiliary pedestrian access to the northwestern corner of the park, provides or previously provided a clear public benefit. However, allowing access to the park at locations other than at the main gate makes it difficult to effectively charge admission fees or monitor who enters the park. In response, the SPCA closed the northwestern pedestrian access and has expressed concerns about access via the River to Ridge Trail. The difficulty of collecting fees on the River to Ridge Trail has generated controversy between those who see this as an important regional trail link and those who object to users of this trail being able to access the park without paying an admission fee.

In addition to the public inconvenience caused by restricting the number of park access points, the closures have created ancillary problems, including damage to fences and gates as hikers and cyclists climb over gates and throw bicycles over fences to gain access at a convenient point in their ride.

Finally, the original lease agreement provided that Napa State Hospital employees be allowed to continue to use the entire park without charge. Over time, unlimited access for these employees at secondary entry points created oversight problems that the SPCA did not have the resources to handle; as a result the practice was discontinued. Access to the operationally separate Camp Coombs by Napa State Hospital employees, patients and guests also creates some challenges, since that access is through Skyline Park.

Principles

Trail use is one of the primary benefits of Skyline Wilderness Park and particularly appropriate for the park's natural character. Therefore, trail use policies will do the following:

1. Encourage appropriate multiple use of the trail system.
2. Ensure trail use is as safe and enjoyable as possible.
3. Encourage non-motorized access to the park, including logical and convenient trail connections to the regional trail system.
4. Encourage participation by representatives of trail user groups in the development of new trails and the resolution of any trail use maintenance problems or user conflicts.

Strategies

1. Where feasible, maintain current policies allowing multiple use of trails, but consider designating specific trails or time periods for specific types of users where needed for environmental or safety reasons.

2. Mark trail heads with maps and information on trail length, degree of difficulty, and tips for minimizing user impact. Provide interpretive information about surrounding views, geology, flora, fauna and items of historic or cultural interest.
3. Support formation of a trained and organized volunteer trail steward group, consisting of trail users, for purposes of maintenance, restoration, safety and prevention of vandalism. Consider the feasibility of partnering with the Napa County Regional Park and Open Space District in forming, training, equipping and managing a volunteer trail steward group that works on public trails throughout the county.
4. Continue and expand partnerships with trail advocacy groups and cultivate mutually beneficial policies, procedures and practices related to the inclusion of the park's trails in regional trail systems.
5. Evaluate park access locations and access policies in conjunction with the evaluation of the park fee schedule in order to balance the objective of convenient public access with the need for consistent and effective operational practices.

Administration & Operations

Administration and Operations refer to the day-to-day management activities of the park. In theory, these responsibilities differ from the responsibilities of boards of directors, whose focus should be on setting direction, standards and policies.

In practice, as a small, all-volunteer working board, the Board of Directors functions both as a governing body and as volunteer staff. SPCA members take responsibility for administrative, operational and management tasks as needed.

The park currently employs a caretaker who lives on-site. The caretaker staffs the entry kiosk and provides general park oversight. The park also has an on-site caretaker who manages the RV campground. There is also a part-time park trail manager and part-time maintenance personnel. Other work in the park is done by volunteers.

The popularity of the park, especially its trail system and its appeal as a site for large events, is stretching the management resources of the SPCA board. Park users, SPCA members and other community members have emphasized the importance of finding ways to augment those resources, with qualified paid or volunteer staff and task forces, so that all of the responsibility does not fall on a small group of people. This will ensure that the ability of the community to enjoy the park is not unnecessarily limited due to lack of oversight capability.

Objectives

1. To administer the park within its funding and procedural capabilities, and according to the needs of the community.