

City of Calistoga Planning Commission Agenda Item Summary

DATE

August 24, 2011

APPLICATION No.

GPA 2011-01

OWNER / APPLICANT

City Initiated

REQUESTED ACTION

Review and comment on draft General Plan amendments proposed for implementation of the 2010 Urban Design Plan. No formal action is requested at this time.

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RECOMMENDATION

Staff recommends that the Planning Commission review and discuss the proposed amendments to the General Plan and forward any comments or suggested revisions for consideration by the City Council.

CITY OF CALISTOGA

STAFF REPORT

TO:

CHAIRMAN MANFREDI AND MEMBERS OF THE

PLANNING COMMISSION

FROM:

KEN MACNAB, PLANNING AND BUILDING MANAGER

MEETING DATE: AUGUST 24, 2011

SUBJECT:

GENERAL **IMPLEMENTING** PLAN AMENDMENTS

URBAN DESIGN PLAN

REQUEST

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Review and comment on draft General Plan amendments proposed for implementation of the 2010 Urban Design Plan. No action is being requested at this time.

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BACKGROUND

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15 16 The 2003 General Plan focuses on eleven key topics (referred to as "Elements"). These Elements provide broad level planning policy guidance for the physical growth and development of the City through the year 2020. The General Plan was a culmination of a three year community planning effort and is a respected and relevant planning policy document. However, it is not sufficiently focused with respect to land use policies related to more immediate development and redevelopment interests and needs. The General Plan recognizes this limitation and identifies the need to prepare an Urban Design Plan (UDP) as called for in the Community Identity Element.

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In response to this policy direction, the City Council directed staff to undertake an effort to develop an Urban Design Plan for review and consideration. The intent of the UDP is to insure that the character of Calistoga is retained and enhanced through the refinement of land use policies and regulations. It was envisioned that the UDP would be utilized to guide efforts to amend the General Plan and Calistoga Municipal Code to better articulate the expectations of the community for future development. By doing so, property owners will be better able to understand the goals and desired elements of land development.

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Development of the UDP was guided by an Oversight Committee made up of two Council members, two Planning Commissioners and two members from the Urban Design Plan Implementation GPA 2011-01 August 24, 2011 Page 2 of 34

Council-appointed former Economic Vitality Group (EVG). The Committee worked for three years with staff and consultants to formulate the UDP based upon the General Plan and influenced by the findings and recommendations of the 2006 EVG report. Public meetings were held to introduce the idea of the UDP and to gain community input regarding UDP concepts and construction. Good suggestions, insight, and recommendations were provided through nearly forty meetings of the general public and smaller 'stakeholder' sessions. Extensive public input was also received during adoption proceedings, with many additional refinements reflecting the public's interest being incorporated into the final version of the UDP, which was adopted by the City Council on January 19, 2010 (Attachment 1).

As part of the budget process for Fiscal Year 2011-2012, the City Council identified implementation of the Urban Design Plan into the General Plan as a priority project. The draft amendments being presented with this staff report are the first step towards this end. The purpose of this presentation is to detail the approach in implementing the UDP into the General Plan and to receive initial feedback from both the Planning Commission and the public. No formal action is being requested at this meeting.

Following Planning Commission review and discussion, the draft amendments and any comments from the Commission will be presented to the City Council for review. Staff will then prepare a final draft of the amendments in accordance with Council direction. The final draft, along with a corresponding environmental document prepared pursuant to the requirements of CEQA, will be presented to the Planning Commission for a formal recommendation on adoption to the City Council later this year.

DISCUSSION

The UDP focuses on six "character areas" which will, in the future, play an integral role in the quality of life and economic vitality of Calistoga. It provides a refined set of development objectives from those broadly established in the General Plan for key areas within the City. The intention of these objectives is to provide greater clarity and certainty and direction for change and improvement over time.

The first phase of incorporating the UDP into the General Plan focuses on implementing Chapter 2 — Character Areas. The selection of character areas as an initial focus for implementation was made for several reasons. First, character areas are the predominant element of the UDP. Second, implementation of the character areas and corresponding development objectives into the General Plan will advance economic development interests and facilitate future development of several key properties in the city. Last, implementation of the character areas

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into the General Plan can be expeditiously carried out at the staff level and does not require expenditures for technical assistance.

As proposed, implementation of the UDP character areas will involve amendment of several elements of the General Plan, including the Land Use Element, the Community Identity Element and the Circulation Element. The subsections below provide an overview of the changes being made in each element followed by specific text and figure amendments. Attachments 2, 3 and 4 show how the proposed changes will appear within the context of their respective Element

PLEASE NOTE that proposed deletions are shown in strikeout, proposed additions are shown in red text, and new or revised graphics are labeled "DRAFT".

Overview of Changes to the Land Use Element

In the interest of retaining the General Plan's current structure, character areas are proposed to be incorporated as a new "overlay designation" in the Land Use Element of the General Plan (along with Planned Developments, Entry Corridors and Visitor Accommodation overlays). Narrative for each individual character area will be added, including a general description/vision for the character area as well as specific considerations for land use, development and design, and connectivity (following the format presented in the UDP). In application, staff will interpret the considerations that are stated for each character as the City's preference for development and guide development proposals accordingly. The character areas will have the same regulatory effect as other overlay designations in the Land Use Element.

There are two instances where the boundary of a proposed character area encompasses the boundary of an existing "Planned Development" overlay district. Specifically, the "Bounsall" and "Myrtle-Spring" Planned Development overlay districts fall completely within a character area boundary (the "State Highway 29" and "Foothill" character areas respectively). For purposes of clarity and simplicity, staff is proposing that these two Planned Development overlay districts be incorporated as part of the character area. The narrative from each Planned Development overlay district would be retained as part of the narrative for each respective character area. The Maxfield/Adams Beverage Company Planned Development overlay district is not proposed to be incorporated into its corresponding character area (the "Resort" character area) because its boundaries extend beyond the boundaries of the character area.

Proposed Amendments to the Land Use Element (refer to Attachment 2)

1. Page LU-15, Figure LU-4 – Land Use Designations within City Limits

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118 119 Revise figure to: 120 121 A) Correct a mapping error on residential property located at 1998 Cedar Street, changing the General Plan Land Use Designation 122 from "Public/Quasi Public" to "Low Density Residential". 123 124 125 Adjust the City Limit line (per LAFCO adjustment following its B) Municipal Service Review in May, 2008). 126 127 128 C) Adjust the illustrated alignment of Kortum Canyon Road to more 129 closely reflect its actual alignment. 130 131 2. Page LU-25, Section D – Overlay Designations 132 133 Modify introductory paragraph to reference a new figure illustrating the 134 character area overlay districts: 135 136 "D. Overlay Designations 137 138 This General Plan includes three overlay designations that provide special 139 design and development guidance for key sites in Calistoga. 140 where specified differently below, allowable uses for overlay designations are the same as those of the underlying designation. 141 142 designations are mapped in Figure LU-6 Figures LU-6 and LU-7." 143 3. 144 Page LU-26, Section D – Overlay Designations 145 146 Add new paragraph in Overlay Designations section establishing the "Character Area and Gateways" overlay designation and providing 147 descriptive narrative. 148 149 150 "Character Area and Gateway Overlays 151 152 Character Area and Gateway overlay designations are applied to areas 153 that will play an integral role in the quality of life and economic vitality of Calistoga. Guidance for development and/or redevelopment of these 154

areas is necessary to ensure that the values and vision of the community are realized and that Calistoga's identity as a unique historic small town is preserved. Character and Gateway areas are mapped on Figure LU-7. Land use, design and connectivity considerations are identified for each

Character and Gateway area in Section G."

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4. Page LU-26, Section D – Overlay Designations

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Add new "side bar" note summarizing the intent of the Character Area and Gateway overlay designation:

"Properties designated with the Character Area or Gateway overlay merit particular attention to ensure that the values and vision of the community are realized and that Calistoga's identity as a unique historic small town is preserved."

5. Page LU-27, Figure LU-6 – Overlay Districts

Revise figure to:

A) Eliminate the "Bounsall" Planned Development overlay district

B) Eliminate the "Myrtle-Spring" Planned Development overlay district

C) Eliminate the "Visitor Accommodation" overlay district on Jehovah's Witness Church property.

D) Adjust the City Limit line (per LAFCO adjustment following its Municipal Service Review in May, 2008).

E) Adjust illustrated alignment of Kortum Canyon Road to more closely reflect its actual alignment.

6. Page LU-29, Section E – Planned Development Goals

Delete the narrative for the "Bounsall Property" Planned Development overlay designation (NOTE: Portions of the deleted narrative have been incorporated into the introductory narrative for the "State Highway 29" character area on Page LU-55).

"Bounsall Property

This property is one of the first large parcels approached from the down-valley entrance to Calistoga. As such, its appearance and land use can play a key role in maintaining Calistoga's rural, small town character. Development of this site shall be designed to convey the agricultural qualities of the upper Napa Valley, including viticulture and orchards, and shall encourage for the preservation of open space. Consequently, it would be appropriate to enhance the property's viability as agricultural open space. Therefore, development of the property with a winery and/or inn. scaled proportionately to the amount of open space and set within

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206 vineyards or orchards, is allowed as a means to encourage agricultural 207 preservation. Residential uses shall be prohibited, except for employee 208 housing, such as a resident manager's quarters." 209 Page LU-31, Section E - Planned Development Goals 210 7. 211 212 Delete the narrative for the "Myrtle-Spring Property" Planned Development overlay designation (NOTE: The deleted narrative has been incorporated 213 into the narrative for the "Foothill" character area under 'Land Use 214

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"Myrtle-Spring Property

Considerations' on Page LU-44).

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This property at 1403 Myrtle Street contains a currently vacant building, which was constructed in 1886 and was used for many years as a hospital. Although presently in a state of disrepair, it is a fine example of the Second-Empire Style of architecture.

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As an incentive to protect and preserve this historic resource, uses such as visitor accommodations shall be permitted, provided that:

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 The architectural qualities of the exterior of the structure are maintained.

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• Reuse is suitable to the residential surroundings (e.g., retail functions would not be appropriate).

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 The owner commits to restoration of the building in a fixed period of time.

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237 238 The City may consider expanding the area covered by this planned development designation if it finds that such expansion would support the rehabilitation of the hospital building."

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8. Page LU-31, Section E – Planned Development Goals

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Relocate "side bar" note calling for application of Community Identity Element policies related to historic preservation to re-use of the Myrtle-Spring property to Page LU-44 (see description for No. 7 above).

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9. Page LU-35, new section – "Section G – Character Areas and Gateways"

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Add new section establishing and defining individual character and gateway areas:

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"G. Character Areas and Gateways

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Downtown Character Area

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The Downtown Character Area extends from Foothill Boulevard to the northerly end of Wappo Avenue, encompassing the City's commercial core. The area is comprised of several sub-areas, including the historic commercial district ("Historic District"), properties along Stevenson Avenue and Grant Street area ("Stevenson/Grant"), and properties within the Lincoln/Foothill Gateway area.

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The Historic District sub-area extends from the Lincoln/Foothill Gateway area to Stevenson Street. The district is characterized by traditional storefront buildings and restored historic structures. Future development in this area should continue to convey and define Calistoga's community heritage of a small town lined with pedestrian oriented shopping and services for residents and visitors. The district should be enhanced with nooks and alcoves to strengthen the unique identity of Calistoga and make it an interactive and inviting place to spend time. Redevelopment of downtown's "second streets" (e.g., First Street, Gerrard Street, Elm Street) and activity generating uses along connecting east-west streets will serve to broaden and enhance the downtown experience. The Napa River corridor, as an important natural water feature for Calistoga, should be showcased through development of an inviting river promenade that would serve as a convenient and attractive accessway from the public parking areas at the Sharpsteen Museum/Police Station and the Fire Station to the downtown area.

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The Stevenson/Grant sub-area includes the intersection of Lincoln and Stevenson avenues, Wappo Avenue, Stevenson Avenue and the beginning of Grant Street (including the Gumina property, the Monhoff Building and the public tennis courts). This area is a transitional area between the historic downtown area and the Resort Character Area. It's comprised of an effective mixed use development pattern, with older structures existing alongside more modern structures. Some structures are of historical and architectural significance and should be retained and enhanced. There is significant potential for redevelopment in this area which should build upon the complementary mix of uses that currently exist.

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Land Use Considerations

Historic District

- The range of land uses allowed in the Downtown Commercial land use designation is appropriate for this area. A diversity of uses should be encouraged and supported.
- Redevelopment should be encouraged to increase the intensity, activity and vibrancy of downtown's "second streets", including: First Street, Gerrard Street and Elm Street.
- Encourage the establishment of land use "anchors" in the form
 of signature development at either end of the character area.
 The northern anchor should complement the Historic District
 with a retail-commercial component and provide a distinct
 connection to the Resort Character Area.
- Encourage greater building density/intensity and allow required parking to be located off-site in shared and/or public parking facilities.
- Expand commercial/office development and/or parking at the Fire Station parking lot area and require improvements along the river frontage to facilitate development of a river promenade.
- Support renovation of Doctor Wilkinson's Hot Springs Resort. Renovations should maintain its signature thermal hot springs resort status and be respectful of its historic presence in town. Ground level retail-commercial active uses should be provided along its street frontages.
- Evaluate current parking standards to minimize the impact of parking requirements on new development and to reduce redundant parking.
- Allow redevelopment of existing small parking lots within the area with multi-story mixed use buildings provided that adequate parking can be provided on site or within a reasonable distance.

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- Support the development of multi-story mixed use buildings on the east side of Elm Street.
- Consider relocating the Community Center to allow for the reconfiguration and improvement of the Sharpsteen/Police Station parking lot areas into a public event plaza.
- Opportunities to create an inviting promenade along the Napa River and a public event plaza in the Sharpsteen/Police Station parking lot should be explored as part of public and/or private improvement projects.

Stevenson/Grant

- New development or redevelopment of properties in this area should continue/further the mixed use pattern that presently exists within the area.
- Support redevelopment of the Gumina property with a mixed use project that includes ground floor commercial uses fronting on Grant Street and with higher density residential uses on the interior of the site.
- The Monhoff Building should be renovated and the site landscaped to enhance the appearance of the area and provide needed community-serving recreational opportunities. The tennis court complex should be improved to better serve residents and visitors.
- Provision of public restroom facilities should be considered at or near the Monhoff Building.

Development and Design Considerations

Historic District

- New development in the district shall be compatible in mass, scale and character with the historic context and immediate neighborhood setting.
- Traditional store front design should be reflected in new development or redevelopment of buildings along Lincoln Avenue from Cedar Street to Fair Way.

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382 383 384 385	 Three-story buildings should be designed so that the upper floor is "stepped back" to lessen the perceived scale at stree- level.
386 387 388 389	 Buildings should convey traditional widths of earlier structures in this area. New buildings with larger frontages should be modulated and articulated to maintain the historic architectura rhythm and scale of Lincoln Avenue.
390	en e
391 392 393 394 395	 Use of historic building materials such as stucco, brick and wood is encouraged. More contemporary materials may be considered for new development or redevelopment along First Gerrard and Elm streets.
396 397 398 399	 As opportunities present themselves, building elevations that face alleys, the Napa River and other public areas should be enhanced.
400	 Encourage new development to accommodate outdoor seating
401	in areas adjacent to the Napa River, parking lots, public areas
402	and public rights-of-way through the creation of nooks and
403	alcoves.
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405	 New development or redevelopment of buildings backing to the
406	Sharpsteen/Police Station and Fire Station parking lots should
407 408	provide some design orientation to these areas.
409	 Care must be taken in project design to ensure that
410	commercial development of First Street and Elm Street does
411	not intrude upon or erode the residential character or integrity
412	of the Second, Elm and Myrtle street neighborhoods.
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414	 Encourage and support landscaping, redevelopment or new
415	construction on the CalMart supermarket property to enhance
416	the appearance of the parking lot area. Possible integration o
417	the Valley Business Forms property with the CalMart site or
418	the east side of First Street should be explored.
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420	 All overhead utilities shall be placed underground.
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422	Stevenson/Grant
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- In general, the development and design considerations specified for the Historic District of the Downtown Character Area should be applied in this area.
- The existing tree canopy should be preserved and integrated as part of all future development.
- Encourage the creation of a pedestrian and bicycle connection between the Gumina and Hemberger properties and properties fronting on Wappo Avenue.

Connectivity Considerations

- Create new pedestrian connections to adjacent streets and public areas through new development or redevelopment activities.
- Work with CalTrans to identify alternative routes for truck traffic with the objective of eliminating truck traffic on Lincoln Avenue.
- Enhance pedestrian connections by preserving and creating accessways from Lincoln Avenue to the Sharpsteen/Police Station Plaza, First Street, Fire Station parking lot, Gerrard Street and Elm Street.
- Where possible, access, circulation and parking shall be shared by adjacent properties.
- Encourage reconfiguration or other improvements to the CalMart parking lot to facilitate vehicular access form Fair Way or First Street.
- Extend and connect Gerrard Street to the Fair Way extension to facilitate area circulation and access.
- When appropriate, enhance pedestrian connections to and along the Napa River with the goal of creating a river promenade.
- Consider establishing a pedestrian bridge over the Napa River at Hazel Street to the Fire Station parking lot and development of a river overlook at the Gerrard Street terminus.

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- As part of the reconfiguration of the Police Station/Sharpsteen Museum parking lot area into a public event plaza area, design a deliberate connection to Pioneer Park that would establish a synergy between the two public spaces.
- Future development and redevelopment must participate in the necessary mitigation to accommodate improved access, circulation and parking.

Foothill Character Area

The Foothill Character Area extends along Foothill Boulevard from the Petrified Forest Gateway to the Lincoln/Foothill Gateway. The southern portion of this area is predominantly developed with hillside residential uses and several small Bed and Breakfast Inns of good architectural character. The northern portion consists of single-family residential uses and includes the historic Hospital property and the Herrero Italian olive farm reproduction.

Development in this area should convey a sense entering at the edge of a small, historic town. Infill development should reinforce the area's character as an older, well-established neighborhood. Enhancements to Foothill Boulevard such as pedestrian pathways, crosswalks, appropriate street lighting and street trees will help to slow traffic and signal to travelers that that have entered town.

Land Use Considerations

- As an incentive to protect and preserve the historic Hospital property, uses such as visitor accommodations shall be permitted provided that:
- The architectural qualities of the exterior of the structure are maintained.
- Reuse is suitable to the residential surroundings (e.g., retail functions would not be appropriate).
- The owner commits to restoration of the building in a fixed period of time.
- The City may consider expanding these uses to adjoining properties if it finds that such expansion would support the rehabilitation of the hospital building.

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511	
512	 Infill development and second units should be encouraged in
513	this area to alleviate the vital need for rental-based workforce
514	housing.
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516	 A limited number of Bed and Breakfast Inn uses may be
517	allowed.
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519	 "Home occupations" that are clearly incidental and secondary
520	to the use of the residence should be encouraged.
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522	Development and Design Considerations
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524	 Architecture should reflect an older mixed density residential
525	neighborhood. Some modern interpretations may be
526	appropriate.
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528	 New development should generally be limited to two stories in
529	height.
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531	 A variety of building setbacks along Foothill Boulevard is
532	encouraged.
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534	 New development shall reflect a positive or deliberate
535	orientation towards Foothill Boulevard.
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537	 All new development must be designed to provide orientation
538	to accommodate vehicles accessing Foothill Boulevard in a
539	forward direction.
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541	 The appearance and presence of Pioneer Cemetery should be
542	enhanced.
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544	Connectivity Considerations
545	# (0 - 450 P)
546	 Pedestrian pathways and crosswalks with attractive street
547	lighting should be provided on both sides of Foothill Boulevard.
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549	 Measures to calm traffic along Foothill Boulevard should be
550	installed.
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552	 Pedestrian and bicycle path connections to neighboring
553	residential streets should be provided to create shortcuts to the
554	Riverlea Square and downtown areas.

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Provide safe access and parking at Pioneer Cemetery.

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Gliderport Character Area

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596 597 598 The Gliderport Character

The Gliderport Character Area includes the former Gliderport properties and several smaller parcels located in the southwest portion of the character area. These properties are currently underutilized and are anticipated to be redeveloped in the future. Redevelopment presents an opportunity to add to the excitement and vitality of the downtown area and improve area access and circulation. It is expected that redevelopment efforts will result in a vibrant and synergistic mix of uses that complement current uses in the downtown area and serve as a catalyst for further redevelopment and improvement of other properties in the City.

Land Use Considerations

- Land uses to be considered in the redevelopment of properties in this area should include retail/commercial uses, a signature full service resort and spa, residential uses and community and visitor serving uses.
- New development and redevelopment should consider and accommodate to the extent possible area access, circulation and parking needs.
- Care must be taken to ensure that development of the disproportionately large former Gliderport properties reflects Calistoga's small town character.
- Any change from the existing General Plan land use designations of Downtown Commercial, Community Commercial or Airport Commercial for properties located within this character area should be accompanied by a projectspecific land use plan and supporting reports.
- A Planned Development ("PD") zoning overlay approach may be utilized for future development of properties within this character area.

Development and Design Considerations

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- Building and landscape design should be of the highest quality and should utilize high quality authentic materials appropriate for Calistoga.
- Design concepts should be imaginative and contemporary in nature consistent with the Napa Valley architectural heritage while reflecting the small town character of Calistoga.
- Shared parking opportunities should be considered as part of new development or redevelopment.
- Geothermal waters should be celebrated through tastefully designed water features.
- All overhead utilities shall be placed underground.

Connectivity Considerations

- The Fair Way extension should connect with Washington Street via cross streets within the Lower Washington Character Area to facilitate adequate circulation.
- The extension of Fair Way on the east side of Lincoln Avenue should be designed to accommodate surface parking and include generous canopy tree landscaping, appropriate lighting and pedestrian amenities.
- A Class I bicycle path should be constructed along the Fair Way extension from Lincoln Avenue to the existing Class I path located at lower Washington Street.
- Future development and redevelopment must participate in the necessary mitigation to accommodate improved access, circulation and parking.

Lower Washington Character Area

The Lower Washington Character Area is an older area comprised of a wide variety of land uses, including: commercial services, a medical clinic, a church, single- and multi-family residential, warehousing, a softball field, the City's Public Works yard and the City's wastewater treatment plant and irrigation ponds. This area offers unique redevelopment potential and presents an opportunity to address a number of needs, including affordable housing and

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development of new leasable space for small start-up businesses. Given these opportunities, the Lower Washington Character Area should be reserved primarily for more intensive mixed use developments. New development should create a vibrant and interesting overall environment with limited gaps of commercial inactivity. Because the southern boundary of the character area is defined by the Napa River, consideration of river access and experience should be evaluated and incorporated as appropriate.

Land Use Considerations

- Land uses in this area should primarily serve local needs, such as resident-serving uses, commercial storage, office space, artist studios and restaurant (including take-out) uses.
- Development of new rental housing and "live-work" space is encouraged.
- · Mixed use development is strongly encouraged.
- Small scale light industrial uses that keep within the character of the area and existing neighborhood constraints should be allowed.
- Current parking standards should be evaluated to minimize the impact of parking requirements on new development and to reduce redundant parking.
- Land should be designated/reserved for future relocation of municipal facilities that will serve as an "anchor" at the eastern end of Washington Street. Future municipal facilities should include public parking.

Development and Design Considerations

- Architecture should be creative and timeless in design and feature high quality materials such as brick, sheet metal, stucco and true wood vertical siding.
- Commercial and residential development along the northern edge of the character area should be compatible with uses and improvements envisioned for the adjacent Gliderport Character Area. Development should also be designed with some orientation towards the Fair Way extension.

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- Identify opportunities to create a shared parking facility that can be used to support new development in the area.
- Identify opportunities to create a suitably sized recreation facility to serve existing and future residents of the area. Such facilities could include a playground, athletic fields, and/or a dog park.
- New development should embrace the Napa River as an open space, recreational and social resource. Where appropriate, new development should provide design orientation towards the river and accommodate river access. River access shall only be provided where there is demonstrable public benefit and shall be designed to respect the private property rights single-family residences.
- Development along Washington Street shall provide for streetscape improvements, including installation of street trees and effective traffic calming elements.
- All overhead utilities shall be place underground.

Connectivity Considerations

- Prioritize the extension/improvement of Fair Way from Lincoln Avenue to Earl Street to facilitate good circulation and access to local streets (e.g., Anna Street, Eddy Street, etc.).
- Pursue opportunities to establish a pedestrian and bicycle connection to State Highway 29 via a pedestrian and bicycle bridge crossing over the Napa River.
- Future development and redevelopment must participate in the necessary mitigation to accommodate improved access, circulation and parking.

Resort Character Area

The Resort Character Area encompasses land adjacent to Silverado Trail from the Silver Rose Inn and Winery and the Solage Resort to the Silverado Trail Gateway and then south along Lincoln Avenue to the Indian Springs Resort. This area is the second most