

CITY OF CALISTOGA

STAFF REPORT

TO: CHAIRMAN MANFREDI AND MEMBERS OF THE
PLANNING COMMISSION

FROM: KEN MACNAB, PLANNING AND BUILDING MANAGER

MEETING DATE: JUNE 13, 2012

SUBJECT: CONCEPTUAL DESIGN REVIEW (CDR 2012-01) – BERRY
STREET COTTAGES

1 **REQUEST**

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3 Review of conceptual plans to rezone and subdivide a 7,200 square foot property
4 located on the corner of Berry and Myrtle Streets into three 2,400 square foot
5 lots. The property is currently developed with three small detached homes.
6 Each of the existing homes would be retained on an individual lot as part of the
7 project. The project site is located at 1110 Myrtle Street (APNs 011-242-001)
8 within the “R-3”, Residential/Professional Office Zoning District.

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10 **BACKGROUND**

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12 In 2009, the applicant approached the City about the possibility of subdividing the
13 subject site into three lots to create an individual lot for each of the existing
14 homes. In a cursory analysis by staff it was concluded that while the density
15 allowed by the General Plan is sufficient for allowing subdivision of property, the
16 development standards set forth in the R-3 Zoning District would not allow the
17 creation of 2,400 square foot lots. In addition, subdivision of the property would
18 result in other non-conforming zoning conditions, including setback distances and
19 off-street parking.

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21 It was suggested by staff that the applicant consider rezoning the property to a
22 “Planned Development” (PD) zoning district to allow flexibility in development
23 standards. Typically PD districts are applied to accommodate well-planned or
24 well-designed projects. Since the subject site is already developed, staff
25 believes that restricting the rental or sales price of the existing units to a level that
26 would be affordable to moderate income households is an alternative that would
27 be worthy of consideration as an acceptable benefit for allowing application of the
28 PD combining district.

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30 On April 12, 2012, the Planning and Building Department received an application
31 for Conceptual Design Review to rezone the property to PD and subdivide the
32 property into three lots.

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PURPOSE OF REVIEW

36 The Conceptual Design Review process provides an opportunity for a property
37 owner or developer to receive feedback on a development concept prior to
38 submitting a formal development application. The scope of Conceptual Design
39 Review encompasses all aspects of a project and allows for identification and
40 discussion of potential issues at the earliest stage in the development process. It
41 is the City's expectation that the property owner will use the feedback received
42 through this process as guidance when preparing the formal application.

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To assist in the discussion, Staff requests that the Planning Commission provide feedback in the following areas:

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1. Would deed restrictions on one or more of the three proposed lots sufficiently advance General Plan directives related to affordable housing and merit consideration of a PD zoning district that allows departure from base zoning district regulations?
2. Should the driveways and garage structures located on the proposed center lot and the lot closest to Foothill Boulevard be eliminated to minimize potential disruption and improve the quality of the living environment?
3. Should the individual homes be restricted to one-story in the interest of maintaining neighborhood compatibility and preventing future intensification of individual properties?

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PROJECT OVERVIEW

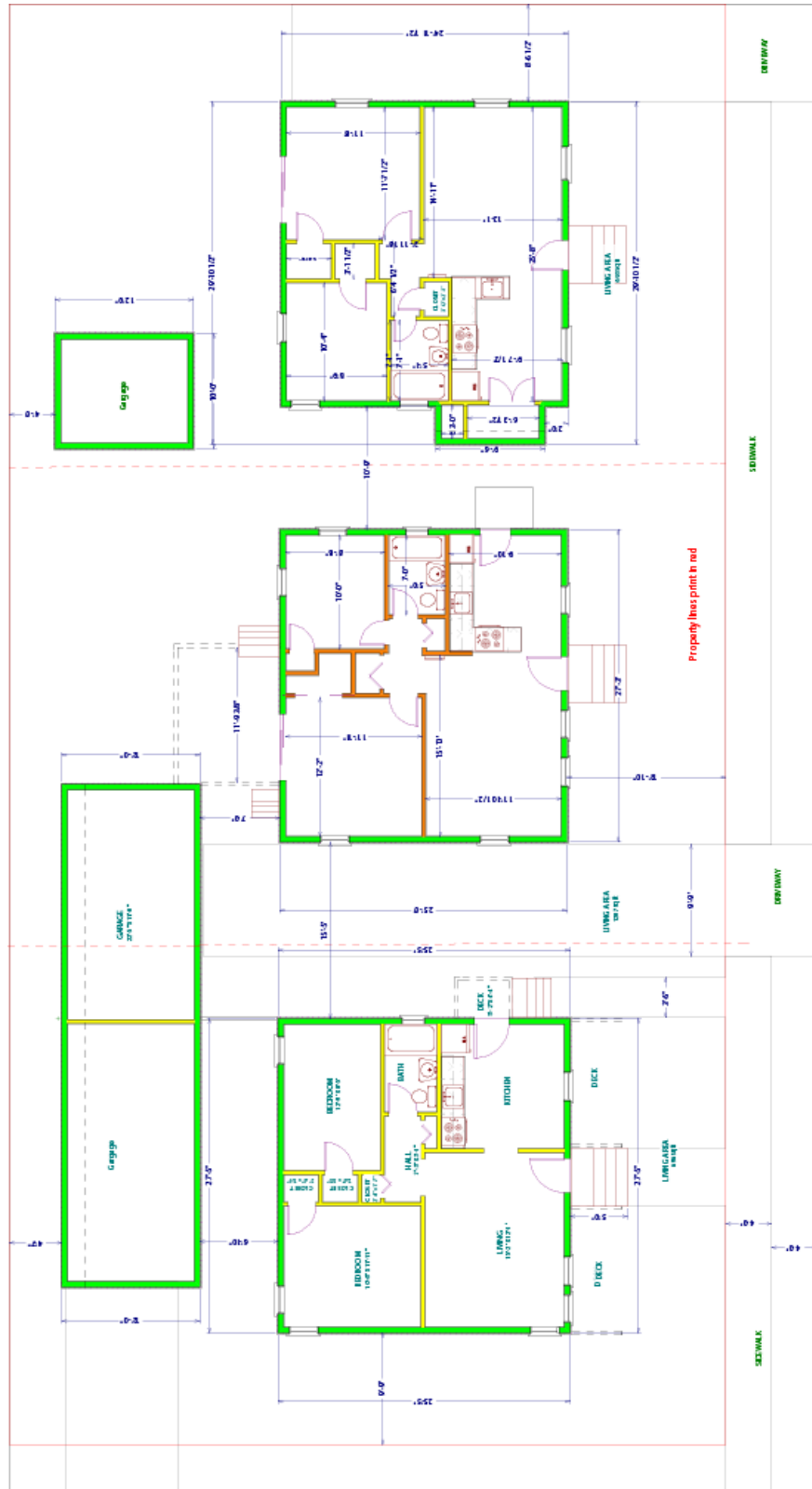
63 The subject site is located at the southwest corner of Berry and Myrtle Streets
64 and is zoned for high density housing and professional office uses ("R3",
65 Residential/Professional Office). The site is 7,200 square feet in size and is
66 currently developed with three small detached single-family homes, each
67 approximately 675 square feet in size. Development in the vicinity of the subject
68 site consists of single-family residential homes, an apartment complex and St.
69 Lukes church (see Attachment 2).

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The owner is contemplating subdividing the property into three 2,400 square foot lots. Each of the existing homes would be retained on one of the newly created lots (see Figure 1 on next page). Detached garage structures would be provided on each lot.

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FIGURE 1 - CONCEPTUAL DEVELOPMENT PLAN



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78 The applicant believes that subdivision of the property into three individual lots
79 will provide needed homeownership opportunities for moderate income
80 households and will also help to assure continued upkeep and maintenance of
81 the property as the homes will be occupied by owners who have invested in the
82 property as opposed to renters who may be less inclined to invest their time,
83 energy and money.

84 85 **STAFF ANALYSIS**

86 87 **Land Use**

88 89 General Plan

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91 The subject site has a General Plan land use designation of High Density
92 Residential/Office (10 to 20 units per acre). Allowed uses in this land use
93 designation generally include higher density (multi-unit) housing, offices, senior
94 housing and dedicated affordable housing.

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96 Staff believes that with deed restrictions ensuring affordability, the contemplated
97 conversion of a multi-unit property into three single-unit properties can be found
98 to be consistent with the General Plan because it would advance the objective of
99 providing dedicated affordable housing units at a density that is at the upper end
100 of the allowable density range (18 units per acre).

101 102 Zoning

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104 The subject site is currently zoned "R-3" (Residential/Professional Office). The
105 R-3 Zoning District implements the High Density Residential / Office General
106 Plan land use designation. The intent of the R-3 Zoning District is to increase the
107 diversity and affordability of housing stock in Calistoga by providing housing
108 close to downtown services and to provide convenient accessibility to light
109 professional office uses for residents and businesses located in the downtown
110 area.

111
112 Staff believes that the contemplated project can be found to be consistent with
113 the intent of the R-3 Zoning District because it would add to the diversity of the
114 city's for-sale housing stock by creating a small lot subdivision with detached for-
115 sale homes. However, the contemplated project would result in development
116 conditions that are not consistent with the zoning standards of the R-3 Zoning
117 District, including minimum lot area, minimum lot dimensions, front yard setbacks
118 and parking (see Table 1 below). Given this, the owner is proposing that the
119 project site be rezoned to a Planned Development ("PD") Zoning District to allow
120 for variation in applicable zoning and development standards. As noted earlier,
121 PD districts are typically applied to accommodate well-planned or well-designed
122 projects. Since the subject site is already developed, staff believes that

123 restricting the rental or sales price of the existing units to a level that would be
 124 affordable to moderate income households is an alternative that would provide
 125 an acceptable benefit for allowing application of the PD combining district. It
 126 would also advance the intent of increasing the supply of affordable housing.
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128 **TABLE 1 – COMPARISON OF ZONING AND DEVELOPMENT STANDARDS**
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R-3 Zoning District / Base Zone Requirement		PD (Potential)
Density / Intensity	1 unit per 2,000 square feet of site area / 3 max.	1 unit per 2,400 square feet of site area / 3 max.
Myrtle Street Side Yard Setback	15 feet	9 feet
Berry Street Front Yard Setback	10 feet	13 feet
Interior Side Yard Setback	5 feet	2 Feet (existing) 5 feet (new)
Garage Setback	20 feet	13 feet
Accessory Structure Side/Rear Setback	5 feet	2 feet (existing) 5 feet (new)
Rear Yard	10 Feet	20 Feet
Min. Lot Width	60 ft. (Interior); 70 ft. (Corner)	40 feet
Min. Lot Depth	100 ft.	60 ft.
Max. Lot Coverage	40%	33%
Building Height	25 Feet	25 feet
Parking	2 spaces per unit, outside of required setback areas.	2 spaces per unit, within required setback areas.

131 Table 1 shows that the development concept would deviate from current
132 development standards in the following six areas: (1) Myrtle Street exterior side
133 yard setback; (2) interior side yard setback for existing structures; (3) garage
134 setback; (4) accessory structure setback for existing structures; (5) minimum lot
135 width and depth; and (6) on-site parking outside of required yard setback areas.
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- 137 1. Myrtle Street Exterior Side Yard Setback: The base zone standard for an
138 exterior side (corner) yard setback is 15 feet. The existing structure located
139 on the proposed lot at the corner of Myrtle and Berry Streets currently does
140 not meet this setback requirement nor would it meet the required setback if
141 the property were to be subdivided as contemplated. Based on the current
142 location of the existing structure on this lot, the exterior side yard setback
143 requirement would have to be reduced from 15 feet to 9 feet.
144
- 145 2. Interior Side Yard Setback: The base zone standard for an interior side
146 yard setback from the property line is 5 feet. On the proposed lot closest to
147 Foothill Boulevard, a portion of the existing structure appears to be
148 approximately 2 feet from the proposed interior property line. Based on this
149 condition, the interior side yard setback requirement would have to be
150 reduced from 5 feet to 2 feet. Staff would recommend that a separate
151 standard of 5 feet be established for new buildings as part of the Planned
152 Development Zoning District standards.
153
- 154 3. Garage Setback: The base zone setback standard for a garage facing a
155 public street is 20 feet. The owner has indicated that a new garage will be
156 constructed on the proposed lot at the corner of Myrtle and Berry Streets in
157 generally the same location as the existing garage (which as been
158 demolished). Based on this location, staff believes that the setback
159 distance will need to be reduced from 20 feet to 13 feet.
160
- 161 4. Accessory Structure Setback: The base zone standard for side and rear
162 yard setbacks for an accessory structure is 5 feet. On the proposed center
163 lot and on the lot closest to Foothill Boulevard the existing garage structures
164 appear to be closer than five feet from the proposed interior and rear
165 property lines. Based on the location of these structures, the side yard and
166 rear yard setback requirements would have to be reduced from 5 feet to
167 approximately 2 feet. Staff would recommend that a separate standard of 5
168 feet be established for new buildings as part of the Planned Development
169 Zoning District standards.
170
- 171 5. Minimum Lot Width and Depth: The base zone setback standards for
172 minimum lot width and depth dimensions are 60 feet and 100 feet
173 respectively. The existing property is 60 feet wide and 120 feet deep.
174 Division of the property into three lots will require a reduction to the

175 minimum standards for lot width from 60 feet to 40 feet. For lot depth, the
176 minimum standard will need to be reduced from 100 feet to 60 feet.
177

178 6. On-Site Parking Requirements: In all zoning districts, required on-site
179 parking must be located outside of all required yard setbacks (17.36.050
180 Calistoga Municipal Code). With the exception of the garage on the
181 proposed corner lot at Myrtle and Berry Streets, it appears that the existing
182 garage structures will need to be expanded to be large enough to
183 accommodate parking for one vehicle. If a second vehicle is to be parked
184 on-site, it will inevitably have to be parked within a required setback area
185 given the small size of the proposed lots. This would require that an
186 exception to the requirements of 17.36.050 of the Municipal Code be
187 included in the proposed Planned Development district.
188

189 Staff is concerned about the potential for future owners to use the garage
190 structure for storage of personal belongings (given the small size of the
191 homes), which would then result in two cars potentially being parked in the
192 rear and side yard (driveway) areas. Given the close proximity of the
193 homes, staff believes that vehicle parking in the driveways could be
194 disruptive to adjoining property owners and diminish the quality of the living
195 environment.
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197 Staff is seeking the Planning Commission's comment/guidance on
198 discussing the possibility of eliminating on-site parking requirements for the
199 two subject lots with the owner. In this scenario, future owners and their
200 guests would be required to park on the street.
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202 Height

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204 The existing structures on the property are in compliance with the base zone
205 height limit of 25 feet. The existing height limit could potentially allow for a future
206 owner to construct a second story addition on any one of the existing homes.
207 Staff is concerned that a second story addition – such as a third bedroom – could
208 increase the intensity of development/use on each lot which in turn could have
209 negative impacts to on adjoining properties and the neighborhood in terms of
210 privacy impacts, obstruction of light and increased parking demand. Staff is
211 seeking the Planning Commission's comment/guidance on whether to consider
212 restricting the height of the existing (or future) buildings on the properties to one
213 story.
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215 **Housing Affordability**

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217 Staff believes that restricting one or more of the existing homes to a rent and/or
218 sales price that is affordable to households with moderate income merits
219 consideration of a Planned Development (PD) Zoning District. Staff has had

220 preliminary discussions with the owner about the possibility of deed restricting
221 rents and sales price to a level that would assure the units stay affordable to
222 moderate income households. While the owner's position that the size of the
223 homes/lots will likely limit rental or sales prices to more affordable levels is
224 understandable, staff believes that a deed restriction should be required as a
225 condition of rezoning the property to PD.

226
227 Staff is seeking the Commission's comments on whether a deed restriction to
228 maintain affordability merits consideration of PD district. Staff is also seeking the
229 Commission's input and guidance on how many lots should be restricted.
230 Table 2 below shows pricing ranges that would be considered affordable for a
231 two bedroom household occupied by three persons based on a median
232 household income of \$77,500 (see Attachment 6 for additional information).

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TABLE 2 – RANGE OF AFFORDABILITY FOR MODERATE INCOME HOUSEHOLDS

	80% of Median Income	100% of Median Income	120% of Median Income
Affordable Purchase Price	234,200	310,000	372,318
Affordable Monthly Rent	1,463	1,938	2,325

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Public Improvements

240 Because the property is already developed it is not anticipated that the
241 contemplated project would result in increased demands on public utility
242 systems, including water, sewer and storm drainage facilities. Preliminary
243 comments from the Public Works Department are summarized below.

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Water

246 There is a 6-inch water line in Berry Street and a 2-inch water line on Myrtle
247 Street. Subdivision of the property would require individual metering of water use
248 on each lot.

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Sewer

251 Sewer service conditions to the property need to be reviewed. There are 6-inch
252 sewer lines in Berry Street and Myrtle Street. Separate sewer laterals serving
253 each individual lot would be recommended as well dedication of proper
254 easements.

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257 Storm Water Drainage

258 A drainage easement may be required for conveyance of water across properties
259 to the public right-of-way.

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261 Sidewalks

262 Replacement or repair of the sidewalk along the property's Berry Street frontage
263 will be required.

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265 Construction of a sidewalk along the property's Myrtle Street frontage will be
266 required.

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268 **Growth Management**

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270 The contemplated project would not require a Growth Management Allocation
271 pursuant to Section 19.02.050 of the Calistoga Municipal Code, which exempts
272 existing dwelling units that were constructed prior to 2004.

273 **ENTITLEMENTS**

274 Entitlements required for approval of the project as presented would include: (A)
275 rezoning of the project site to a Planned Development District, including
276 preparation of preliminary and final development plans for the site; (B) Design
277 Review for new construction (i.e., garage structures); and (C) tentative and final
278 Parcel Map approval.

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280 Staff would support concurrent processing of the above entitlements in the
281 interest of facilitating expeditious review of the project.

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283 **ENVIRONMENTAL REVIEW**

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285 It is anticipated that an Initial Study and Negative Declaration will be prepared
286 and circulated to the State Clearinghouse for review upon receipt of a formal
287 application. However, this Conceptual Design Review does not warrant review
288 pursuant to the California Environmental Quality Act (CEQA) as no approvals or
289 entitlements have been requested or will be granted.

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291 **RECOMMENDATION**

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293 Staff recommends that the Planning Commission review the conceptual site plan,
294 receive comments from the owner and the public, and provide preliminary
295 comments to the owner and staff on the following as well as other issues of
296 Commission concern.

297

298 1. Would deed restrictions on one or more of the three proposed lots
299 sufficiently advance General Plan directives related to affordable housing

300 and merit consideration of a PD zoning district that allows departure from
301 base zoning district regulations?

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303 2. Should the driveways and garage structures located on the proposed
304 center lot and the lot closest to Foothill Boulevard be eliminated to
305 minimize potential disruption and improve the quality of the living
306 environment?

307
308 3. Should the individual homes be restricted to one-story in the interest of
309 maintaining neighborhood compatibility and preventing future
310 intensification of individual properties?

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312 It should be noted that the Planning Commission comments during conceptual
313 design review are advisory only and should not be considered by the applicant to
314 be requirements or an endorsement of the project until a complete application is
315 considered through the formal review process.

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317 **ATTACHMENTS**

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- 319 1. Vicinity Map
320 2. Context Map
321 3. Owner's Statement
322 4. Conceptual Subdivision Plan
323 5. Site Photos
324 6. 2012 Napa County Income Limits
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