

CITY OF CALISTOGA

STAFF REPORT

TO: CHAIRMAN MANFREDI AND MEMBERS OF THE
PLANNING COMMISSION

FROM: ERIK V. LUNDQUIST, SENIOR PLANNER

MEETING DATE: OCTOBER 10, 2012

SUBJECT: CONCEPTUAL DESIGN REVIEW (CDR 2012-03) – 1715
WASHINGTON STREET – CORPORATION FOR BETTER
HOUSING

REQUEST

Review of conceptual plans to construct a 56-unit affordable housing project located at 1715 Washington Street (APN 011-170-016) within the “R-3”, Residential/Professional Office Zoning District. The applicant is Corporation for Better Housing.

PURPOSE OF REVIEW

This Conceptual Design Review is being presented to the Planning Commission for the purpose of providing a forum for asking questions and offering comments early in the development review process. This process will help the Planning Commission to understand the evolution of the project and will keep the Commissioners abreast of ideas that are being considered as the project evolves. This process also provides an opportunity for the Commission and staff to provide comments, input and suggestions to the applicant before significant funds have been expended in plan development.

PROJECT SETTING AND DESCRIPTION

The subject site is located at 1715 Washington Street and is within a High Density Residential land use designation as described in the General Plan. The property is zoned for high density housing and professional office uses (“R3”, Residential/Professional Office). The site is approximately 3.32 acres in size and is currently developed with a vacant health care facility built in 1966. Development in the vicinity of the subject site consists of a wide variety of land uses, including professional services, a dentist office, single- and multi-family and public facilities.

30 Corporation for Better Housing is contemplating acquiring the property,
31 demolishing the existing development and developing a new 56-unit affordable
32 housing project. The residential units would be located in four two-story
33 structures. Building No. 1 would contain eight one-bedroom units, a clubhouse
34 with kitchen, bathrooms, storage rooms and laundry facilities. Building No. 2
35 would contain eight three-bedroom units. Building No. 3 would contain 16 two-
36 bedroom units and four one-bedroom units. Building No. 4 would contain 12
37 three-bedroom units, four two-bedroom units and four one-bedroom units. All of
38 the units will be reserved for families earning 60% or below the area medium
39 income.

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41 The property is a large flag lot with approximately 106.31 feet of frontage along
42 Washington Street. The rear property boundary is the Napa River. The property
43 contains mature trees and shrubs primarily located along the Napa River.
44 Building No. 1 would be located within the “panhandle” portion of the lot with two
45 handicap parking spaces and Buildings 2, 3 and 4 would be located in the more
46 expansive portion toward the middle of the parcel.

47
48 The architectural design borrows elements locally from developments like Solage
49 Resort and includes some other design elements common in cottage and
50 craftsman style architecture. The exterior would be engineered wood siding with
51 composition roofing. Accent shelter would be used on various second story
52 windows and ground floor porch would be covered with wood trellis on rook
53 covered footings.

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55 A 24-foot driveway aisle accesses off of Washington Street along the side
56 property line shared with the City owned property, Logvy Park. Parking (65
57 parking spaces) is located along the western property boundary separating
58 Logvy Park from Buildings 3 and 4. The remainder of the parking (31 parking
59 spaces) would be located along the northern property boundary near Buildings 2
60 and 3.

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62 Other site amenities and landscaping are proposed including, a gated entry, a
63 play area, barbeque with tables, walkways, trash enclosures and center
64 mailboxes would be developed.

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66 **STAFF ANALYSIS**

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68 **A. GENERAL PLAN CONSISTENCY**

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70 High Density Residential Land Use Designation: This property is within the High
71 Density Residential/Office General Plan Land Use Designation. Allowed uses are
72 multi-family housing, including dedicated affordable housing and senior housing
73 and offices. The following uses may also be permitted in this designation if they

74 conform to all relevant General Plan policies: convalescent care, community care
 75 and congregate care; visitor accommodations other than bed-and-breakfast
 76 units, but only where the Visitor Accommodation Overlay District is applied; bed-
 77 and-breakfast units; live work units and home occupations; and houses of
 78 worship. The proposed multi-family use is an allowed use and is consistent with
 79 the General Plan.

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 81 Additionally, the High Density Residential allows ten (10) to twenty (20) dwelling
 82 units per gross acre. As such, the General Plan would allow a maximum of 66
 83 dwelling units on the property. The proposed 56 units is less than the maximum
 84 allowed. Although within the permitted density, it may be necessary to reduce the
 85 overall project density to address site plan and parking issues as discussed in
 86 the section below.

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 88 **B. MUNICIPAL CODE COMPLIANCE**

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 90 R-3, Residential/Professional Office District: The project property is within the
 91 “R3” Residential/Professional Office Zoning District. The purpose and intent of
 92 the “R3” Zoning District is to promote housing while encouraging compatible
 93 commercial establishment. Section 17.19.010 CMC states,

94
 95 *“The intent of the R-3/professional office district is to increase the*
 96 *diversity and affordability of housing stock in Calistoga by providing*
 97 *housing close to the downtown services and the convenient*
 98 *accessibility to light professional office uses for residents and the*
 99 *businesses located in the downtown, while ensuring that care is*
 100 *taken to preserve the character of existing neighborhoods.”*

101
 102 In addition to the land use provisions, the “R3” District provides specific
 103 development standards, which are as follows:
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1715 Washington Street (APN 011-171-016)	
Development Criteria	“R3” Residential Professional/Office Zoning District Standards
Allowed Uses	Single-family dwelling units, duplexes, triplexes (Section 17.19.020(A) CMC)
Uses Permitted w/ Use Permit	Multi-family Dwellings, Churches, Professional Offices (Section 17.19.020(A) CMC)
Density	No more than one dwelling unit for each 2,000 square feet of net land area, except that developments that meet the City’s affordable housing programs may have one dwelling unit for each 1,000 square feet of net land (This exceeds State requirements for density bonuses).
Parking Requirements	Section 17.36 CMC (2 per unit) 112 spaces required.

Min Lot Size	5,000 - 7,000 square feet
Min Lot Width	50 - 70 feet
Principal Use Min Yard Requirements	15' Front Yard 50' from Centerline of Washington Street 5' Side Yard Interior 35' Napa River Setback
Max Building Height	25 ft
Max Lot Coverage	40%

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As proposed, this project will not meet all of the aforementioned development standards. It appears that the project does not adhere to the front and centerline setbacks nor does it meet on site parking requirements. The structures may also exceed the 25-foot height limitation depending on the floodplain elevation requirements. However, Staff believes that code compliance can be achieved by making minor design changes. Possible design changes are identified in this report.

Portions of Buildings 2, 3 and 4 and site improvements are proposed within the required 35-foot stream setback. The purpose of the 35-foot stream setback is to preserve the natural resources. The Planning Commission, pursuant to Section 19.08.090 CMC, may allow with a use permit structures and improvements within the stream setback upon making the required findings. With design modifications, staff believes that the proposed improvements may be appropriate if supported by the Department of Fish and Game¹. Some design modifications may include; pier and grade beam foundation systems, use of native riparian vegetation and mulch rather than turf, and installation of permeable pavers for emergency vehicle turnarounds and pathways to reduce erosion and sedimentation. The Planning Commission should discuss the appropriateness of allowing the proposed structures and improvements within the stream setback.

A handicap parking space is proposed within the 15-foot front yard setback. This parking space is also located 50-foot setback from the centerline of Washington Street. This handicap parking space should be relocated to meet the setback requirements or a variance would be required. Additionally, pursuant to Chapter 17.36 CMC, *Parking and Loading*, 2 parking spaces per dwelling unit are required. The proposed parking is deficient by 14 spaces since only 98 spaces are proposed, 112 parking spaces are required. Designating no more than 33 percent of the required parking for compact cars may provide the additional

¹ A site visit with the Department of Fish and Game is scheduled for October 10, 2012. Information collected during this site visit will be shared with the Planning Commission during Staff's oral report.

135 space needed to meet the parking requirements otherwise a variance would be
136 required to allow a reduction in parking.

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138 The structures are designed to be 22 feet in height, which is less than the 25 feet
139 in height limitation. However, since the property is located within the floodplain
140 the finished floor elevations will need to be at least 2 feet above the base flood
141 elevation, which may result in a height greater than the allowed 25 feet.

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143 Design Review: This development will ultimately be reviewed to determine
144 whether the proposed development attains the design review guidelines set forth
145 in Section 17.06.010 of the Calistoga Municipal Code. Staff has identified
146 several areas where design improvements could occur in order to promote a
147 better design and secure the general purpose of the Zoning Ordinance and the
148 General Plan. The Planning Commission should discuss the following list of
149 possible design improvements.

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151 Site Plan

- 152 1. General Plan Policy P-9 on Page CI-26 in the Community Identity
153 Element states that “walled and gated communities shall be
154 discouraged.” Staff suggests that the gate be removed from the
155 project to maintain community character and ensure emergency
156 vehicle accessibility.
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158 2. The General Plan Circulation Element (Figure CIR-3) indicates a
159 Class I, Bike Path planned along the Napa River. The site plan
160 needs to accommodate the Class I path along Napa River
161 connecting with Logvy Park.
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163 3. The City of Napa’s Solid Waste and Recycling Enclosure Standards
164 are accepted by Upper Valley Disposal to meet project needs in
165 their service area. These standards indicate that the project would
166 need three 16’ x 7’ trash enclosures to accommodate waste and
167 recycling. The location and size of the proposed trash enclosures
168 should be reviewed with Upper Valley Waste Disposal and the
169 locations near Logvy Park and the Napa River should be
170 reconsidered to reduce visibility and potential impacts to the Napa
171 River.
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173 4. The play area, tables and barbeque area are nice amenities
174 provided they are installed at the time of construction and the turf
175 areas along the river are reduced.
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Parking

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Fencing/Lighting

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Architecture

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C. Public/Private Utilities and Services

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Growth Management Allocation: The property proposes to connect to both the City's water and sewer service. The Standardized Use Table for the Resource Management System states that multi-family units with one or two bedrooms may be allocated .382 acre feet of water per year per unit and .213 acre feet of wastewater per year per unit. Three bedroom units may be allocated 0.493 acre feet of water per year per unit and 0.308 acre feet of wastewater per year per unit. The total water and wastewater capacity needed for this project is 23.61 acre feet per year of water and 13.83 acre feet per year of wastewater. The

223 current baseline is 12.46 acre feet of water and 11.22 acre feet of wastewater. As
224 such, based upon these figures it appears that the project will need to obtain
225 11.15 acre feet of water and 2.61 acre feet of wastewater.

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227 A Growth Management Allocation must be awarded and prior to building permit
228 issuance or at occupancy, the applicant will be required to pay the water and
229 wastewater service connection fee at the rate in affect at the time the building
230 permit is issued or at occupancy. Currently, the water service connection fee is
231 \$33,546 per ac-ft of water use and the wastewater service connection fee is
232 \$97,942 per annual acre-feet of wastewater use. Therefore, the water
233 connection rate is estimated to be approximately \$374,037.90 and the
234 wastewater rate is estimated to be approximately \$255,628.62.

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236 Water and Sanitary Sewer Connection: The City's existing water mainline along
237 Washington Street is adequate to serve the parcel with domestic water. The
238 Public Works Department has indicated that finished floor elevations may need to
239 be raised to achieve gravity flow sewer or a private lift station with a back up
240 alarm may be warranted in order to mitigate the potential impacts of connecting
241 to the existing sewer mainline. The applicant will need to demonstrate that the
242 necessary flows can be maintained for the sewage disposal system.

243
244 Fire Suppression System: The Fire Department has commented on the
245 proposed project noting that the development will require fire sprinklers
246 throughout the development. Back flow devices will also be required to prevent
247 cross contamination. The public water supply (i.e. flow and pressure) in the
248 vicinity is known to be limited. The Developer will be required to assess the fire
249 flow and be required to determine if there is adequate flow to meet the project
250 demands. Pressure loss may result in the need for a booster pump and back up
251 power supply.

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253 **D. Drainage, Erosion and Flood Hazards:**

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255 The site is relatively flat. There is a 24-inch storm drain that traverses through
256 the project will have to be analyzed and possibly relocated/enlarged. Off-site
257 runoff is conveyed through the property.

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259 A Hydrological and Drainage Report will need to be prepared to analyze site
260 hydrology associated with the proposed development. The purpose of this report
261 will be to investigate the storm water runoff hydrologic flows (2, 10, 100 year
262 peak flow) for the pre-construction and post-construction conditions of the
263 project. The post-construction runoff may not exceed the pre-construction and
264 mitigation may be necessary to achieve this design criteria.

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266 Due to the property's proximity to the Napa River, it is located within a special
267 flood hazard area. Specifically, portions of the property are located within the
268 floodway fringe. Pursuant to the City's Floodplain Management Ordinance,
269 Chapter 18 CMC, residential structures located in the floodway fringe must
270 maintain a lowest floor elevation two feet above the base flood elevation (§
271 18.20.010(C)(1) CMC). The base flood elevation for the site is estimated to be
272 approximately 359 feet above sea level (NAVD88). Staff has not received
273 topographic data for this property, however, survey elevation points in the vicinity
274 of Logvy Park indicate that the subject property elevation may be at or low 358
275 feet above sea level. As such, the grades will need to be raised and/or the floors
276 raised two feet above the base flood elevation to ensure code compliance.

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278 **E. Archaeological Resources**

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280 The Northwest Information Center as submitted a letter indicating that the property
281 may contain potentially significant cultural resources (e.g. archeological sites and
282 historical buildings). Properties in the vicinity of the Napa River are known to
283 contain significant archaeological resources and this property is developed with an
284 existing building that is 45 years or older. As such, a cultural resources study will
285 be required to assess the impacts to the historical building archaeological
286 resources.

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288 **F. Recreation / Quality of Life**

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290 Figure CIR-3 in the Circulation Element of the General Plan indicates a planned
291 Class I, Bike path along the Napa River. Additionally, the Community Identity
292 Element of the 2003 General Plan Update contains several policy statements to
293 encourage and help create a strong sense of community for Calistoga.
294 Specifically, Pages CI-20 through CI-24 of the 2003 General Plan Update
295 includes several policies and or actions regarding pedestrian and/or amenities.
296 This policies and actions are listed below.

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298 *Page CI-21, P4; "New developments should provide accessible public and*
299 *semi-public areas and efficient and inviting pedestrian and bicycle*
300 *connections to existing Calistoga streets."*

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302 *Page CI-21, P5; "Neighborhood circulation patterns should encourage*
303 *walking and cycling."*

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305 *Page CI-21, A1; "Review development for characteristics that affect the*
306 *image of the community including, but not limited to, landscape context,*
307 *architecture, land uses, scale and intensity of uses relative to the historic*
308 *standards."*

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310 Page CI-23, P8; *“The development of pedestrian amenities within the*
311 *downtown area shall be encouraged.”*

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313 Thus, as indicated in the 2003 General Plan Update, the rear portion of the
314 properties located along the Napa River are an appropriate location to provide
315 these pedestrian amenities. Given this location, a pathway or trail should be
316 developed along the entire stretch of the Napa River. The trail would provide
317 connectivity to Logvy Park and create an educational environment for the
318 residents. In order to pursue this vision for the City properties along the river
319 should develop and provide the necessary easement needed to accommodate
320 such a trail. In this particular case, the Planning Commission should consider
321 whether the developer should be required to develop and provide a pedestrian
322 access easement along the riverbank. Easements upstream and downstream
323 have been secured for the future construction of a river trail.

324 325 **G. Trees**

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327 The property contains several mature trees primarily along the Napa River, which
328 are not indicated on the conceptual plans. Chapter 19.01 of the Calistoga
329 Municipal Code, *Trees* protects certain trees from removal unless exempt or a
330 tree permit has been obtained from the Director of Public Works granting the
331 removal. The Public Works Director will require that an Arborist Report to
332 prepared assessing the impacts to protected trees including suggestion to avoid
333 disturbance and mitigation measures where disturbance can not be avoided.

334 335 **PUBLIC COMMENTS**

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337 Staff has not received any correspondence on this project.

338 339 **ENTITLEMENTS**

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341 Depending upon the Planning Commission’s direction, entitlements required for
342 approval of the project may include: (A) Variances, (B) Conditional Use Permit,
343 and (C) Design Review approval. Staff would support concurrent processing of
344 the above entitlements in the interest of facilitating expeditious review of the
345 project.

346 347 **ENVIRONMENTAL REVIEW**

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349 The proposed project will be subject to environmental review pursuant to the
350 requirements of the California Environmental Quality Act (CEQA). However, this
351 Conceptual Design Review does not warrant review pursuant to CEQA as no
352 approvals or entitlements have been requested or will be granted.

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RECOMMENDATION

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

1. The Planning Commission should discuss the appropriateness of allowing the proposed structures and improvements within the stream setback.
2. The Planning Commission should discuss the overall merits of the site design, site layout and architecture features and offer comments related to matters that would enhance the overall appearance of the property through the architectural design as suggested by staff
3. Does the project warrant the construction and dedication of a public pedestrian access easement along the Napa River bank or provision for usable open space?

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

ATTACHMENTS

1. Vicinity Map
2. Project Description dated received September 4, 2012
3. General Plan Land Use Map, Figure LU-4 and High Density Residential Land Use Designation Text
4. R-3, Residential/Professional Office Zoning District (Chapter 17.19 CMC)
5. 2012 Napa County Annual Income Limits
6. Calistoga Fire Department Memorandum dated September 7, 2012
7. Northwest Information center letter dated September 18, 2012
8. Project Plans (Site Plans, Floor Plans and Elevations)