

City of Calistoga Planning Commission

Agenda Item Summary

DATE September 23, 2020

ITEM The Veranda at Indian Springs

96 guest rooms, restaurant, retail space

CASE NUMBERS Use Permit UP 2017-9

Design Review DR 2017-8

Development Agreement DA 2017-1

APPLICANT MF Calistoga

PROJECT ADDRESS 1512 Lincoln Avenue

ASSSESSOR'S PARCEL NOS. 011-034-003, 004, 006, 021, 022, 028, 029

GENERAL PLAN DESIGNATIONS Downtown Commercial, Community Commercial

ZONING DISTRICTS Downtown Commercial (DC), Community

Commercial (CC)

STAFF CONTACT Zach Tusinger, Planning & Building Director

POTENTIAL CONFLICTS None

RECOMMENDATIONS 1. Adopt the project's MND

2. Approve Use Permit application UP 2017-9 and Design Review application DR 2017-8

3. Recommend approval of development agreement DA 2017-1 to the City Council

1. "I move that the Planning Commission adopt a resolution adopting the project's MND"

"I move that the Planning Commission adopt a resolution approving Use Permit application UP 2017-9 and Design Review

application DR 2017-8"

"I move that the Planning Commission adopt a resolution recommending approval of development agreement DA 2017-1 to the

City Council"

SUGGESTED MOTIONS

CALISTOGA PLANNING COMMISSION STAFF REPORT

To: Calistoga Planning Commission

From: Zach Tusinger, Planning and Building Director

Meeting Date: September 23, 2020

Subject: The Veranda at Indian Springs

ITEM

Consideration of applications for 1) a use permit (UP 2017-9), 2) design review (DR 2 2017-8) and 3) development agreement (DA 2017-1) to allow a 96-room expansion of the Indian Springs resort, along with a 5 restaurant. bar. retail space and on-site off-site associated and improvements at 1512 Lincoln Avenue.

KEY ISSUES

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- The project includes a large, twostory building with 96 hotel rooms, restaurant and retail space, and rooftop lounge.
- An Initial Study was prepared in compliance with CEQA and a Mitigated Negative Declaration is recommended for adoption.
- A draft Development Agreement has been prepared for this project that includes
 a significant number of off-site improvements and provisions for this
 replacement/relocation of the laundromat currently on the project site.
- A use permit and design review are required for this project.

BACKGROUND

Indian Springs was originally developed as a resort between 1912 and 1920 and has been in operation for over 100 years. It was built on the site of Sam Brannan's Calistoga Hot Springs, which is credited with ushering in the resort era to Calistoga in the 1860s. In 1988, the resort was purchased by the Merchant family.

In 2002, the Planning Commission approved Use Permit U 2002-01, which formally recognized and authorized use of the property as a resort and spa. In 2005, the Merchants purchased the adjoining Nance's Hot Springs hotel and spa after it had been significantly damaged by fire. The Commission approved Use Permit U 2005-05 and Design Review DR 2005-06 to renovate Nance's (now known as "The Lodge at Indian Springs") and incorporate it as part of the Indian Springs Resort and Spa operation.



The proposed project as viewed from the Lincoln/Fair Way intersection.

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The City granted approval for a further resort expansion involving 75 additional guest rooms, a restaurant, event building, gym, yoga studio and hotel registration building in 2012/2013 through Use Permit UP 2011-11, Design Review DR 2011-09 and Development Agreement DA 2011-01.

PROJECT SETTING

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The project site is comprised 37 of 7.06 acres south of Indian 38 Springs, which includes all or 39 part of seven Napa County 40 Assessor parcels on the east 41 side of Lincoln Avenue. The 42 project would be located on a 43 portion of the former 44 Calistoga Gliderport. Much of 45 the site is vacant; however, a 46 portion is occupied by a small 47 office building, storage 48 structures, an art gallery and 49 a laundromat. 50



Project site as seen from Lincoln/Fair Way.

51 Uses in the vicinity include

visitor accommodations to the north (Indian Springs) and west (Dr. Wilkinson's Hot Springs Resort), and the Calistoga Depot commercial complex to the south. The Calistoga Springs Mobile Home Park is located northeast of the project site, adjacent to the existing portion of Indian Springs.

The project site is highly disturbed by past uses, and much of it is covered with asphalt and gravel. Existing vegetation is minimal and is limited primarily to eight scattered trees.

The project site is split between two zoning districts: Downtown Commercial (DC) adjacent to Lincoln Avenue and Community Commercial (CC) on the eastern portion of the site. General Plan land use designations for the site correspond to this zoning.

PROJECT DESCRIPTION

Project Core

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Proposed uses

The resort expansion would include construction of the following.

96 guest rooms located in a two-story building arranged in a U shape around a landscaped courtyard. Most of the rooms would be located on the second floor, with nine suites on the northern portion of the ground floor. Guests would utilize the existing Indian Springs resort's registration services and have access to its amenities.

- Ground-floor commercial uses fronting Lincoln Avenue, including approximately 5,200 square feet of retail area divided between two spaces. The mercantile space would offer wine, confections, snacks, and grab-and-go pre-packaged food. The store would be run by Indian Springs and offer housewares, clothing and spa products. Store hours would vary depending on the season, with typical hours of operation from 10 am to 7 pm.
- A 90-seat restaurant and a 45-seat bar, which would cross-utilize staff. The restaurant would be open for lunch and dinner, while the bar would be open until 10 pm during the week, and until midnight on Friday and Saturday.
- A rooftop lounge with seating for 90 atop the southwest corner of the building, offering light snacks and drink service. While anticipated to be primarily used by guests of the hotel, it would also be open to the public. The rooftop would be primarily utilized during the summer, with operating hours of 3 pm to 9 pm during the week and 3 pm to 10 pm during the weekend. The rooftop would be closed when it is raining and have limited hours during the winter.
- Recreational amenities, including two pools with a snack bar, and a gym
- Meetings rooms opening onto a lawn area that could host groups of 10 to 200 people
- Parking for 233 vehicles along the northern and eastern site perimeters, including
 13 reserved and equipped for electric vehicles
- 24 bicycle parking spaces, including 12 adjacent to Lincoln Avenue

Staffing for Veranda's management, housekeeping, maintenance and gardening departments will be shared to a large degree with the existing Indian Springs resort.

Architectural design



Proposed eastern building elevation.

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The design for the most publicly-visible portion of the project, along Lincoln Avenue, is highlighted by a veranda and commercial storefronts extending across the entire ground floor of the building, widened at the southwest building corner to accommodate outdoor restaurant seating. It would be topped by second-floor, railed guest room balconies. A new 23-foot wide sidewalk would be bordered with trees and feature landscaping, benches and two water features. A breezeway through the building would provide a connection between the street and the courtyard. The two-story design treatment would wrap around all sides of the building.



Examples of architectural details, windows, and finishes. See Attachment 6, p. 14.

Proposed exterior finishes include integral colored cement plaster for the body of the building, wood fascia and metal gutters. Building openings would be filled with stain grade wood windows and doors. The proposed color palette includes a creamy white for the building and dark brown window and door framing.

Landscaping

In addition to the rows of trees along Lincoln and the landscaped courtyard, trees would be planted adjacent to the northern and southern sides of the building and paralleling the rows of parking spaces.

The project's landscaping would be irrigated with the City's tertiary-treated wastewater. The landscape planting selection utilizes low-water use species and those than can tolerate the boron levels found in the recycled wastewater.

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Green features

The project will be required to implement a Greenhouse Gas reduction strategy that may include such strategies as: incorporating solar, participating in Marin Clean Energy's reduced carbon electricity program, the installation of energy-efficient features, utilize recycled building materials, developing and implementing a transportation demand management program to reduce vehicle miles traveled, provide in-town housing for some employees to reduce travel times and make bicycles available to those employees, or purchasing carbon credits to offset emissions.

Access and on-site circulation

The site would be accessed via two, two-way driveways from Lincoln Avenue. The existing northern access would pass through an existing parking lot for The Lodge portion of Indian Springs and the curb cut would be slightly re-aligned to create a 90-degree access with Lincoln. A new southern access would be provided via the completion of the Lincoln/Fair Way intersection and provide one ingress lane, and two egress lanes, including a dedicated left-turn lane. The project would construct a southbound left-turn lane from Lincoln onto Fair Way, and its design would accommodate the intersection's future signalization (not a part of this project). It should be noted that future signalization of this intersection is called for in the General Plan's Circulation Element.

An internal driveway would provide a connection between the proposed project and the existing Indian Springs resort. Un/loading zones would be provided along the north side of the Fair Way extension and at the southeast corner of the hotel building.

A condition of approval requires the project to complete the following improvements on Gerard Street:

- Provide two 12-foot wide lanes and an attached sidewalk on the east side, terminating at the future Vine Trail at the north.
- Overlay the existing road to Washington Street with a 1-inch leveling course, glass grid pavement reinforcement and a 2-inch final lift of asphalt.

· Drainage and stormwater

Stormwater runoff generated by the project would be filtered through bioswales and temporarily stored in underground detention basins during rain events. The project's off-site runoff would be reconfigured to increase the water supply to the endangered plant species at the eastern end of the former gliderport property (see Environmental Review and associated Attachments for further information).

Geothermal resources

Geothermal water would be used to heat the project's main pool. Water will be pumped from the site's existing hot water well, run through a closed heat exchange plate system, and then reinjected into a new well location. As a closed loop system, all extracted geothermal water will be reinjected into the ground, drawing only heat from the water source.

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Public utilities

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<u>Water</u>: The current baseline water use for the existing buildings on the project site is 8.68 acre-feet per year. The project's municipal water use is estimated to be 19 acre-feet per year, including the public plaza improvements (see below). In order to correct existing deficiencies in the area's water system that would be exacerbated by the project, conditions of approval require the project to construct the following improvements:

- Loop the water main from Anna Street to Lincoln Avenue at Fair Way with a 12-inch pipe connecting to mains on Franklin, Gerard, Anna and Eddy Streets.
- Install a 12-inch water pipe from Lincoln Avenue at Fair Way, to Stevenson Street at Lincoln Avenue.

The project design accommodates space for a potential water storage tank if determined to be necessary for maximum daily water demand mitigation.

The project proposes to use the City's recycled water system for its irrigation and laundry needs and will not increase the site's expected domestic water demand. In order to make this source available to the project, it will be required to install a 12-inch recycled water main within Railroad Avenue from Anna to Gerard, and along Gerard to Washington.

<u>Wastewater</u>: The project's wastewater generation is estimated to be 21.24 acre-feet per year. In order to correct existing deficiencies in the area's sewer system that would be exacerbated by the project, conditions of approval require the project to construct the following improvements:

- Construct a 24-inch sewer main from Anna Street to the intersection of Lincoln Avenue/Fair Way, with a new manhole in Lincoln.
- Construct an 18-inch replacement sewer main in Lincoln from the intersection of Lincoln Avenue/Fair Way to Wappo Avenue.

Other Improvements

Other improvements that would be completed by the project include:

- The extension of Fair Way east of Lincoln Avenue and its connection to Gerard Street
- A 20-foot wide emergency vehicle access with an all-weather surface between the Calistoga Springs Mobile Home Park and Fair Way to provide a secondary means of access to the Park
- The first phase of a public plaza on a portion of the City-owned parking lot east of the Depot, providing a public restroom, bicycle parking with pump, wood terraced seating with a shade structure, landscaping and a sidewalk connecting to Lincoln Avenue

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> Additional segments of the Napa Valley Vine Trail multi-use path 1) on the south side of the Fair Way extension between Lincoln and Gerard, 2) along the project's Lincoln frontage and 3) an off-site connection with the existing path to the north.

CONSISTENCY ANALYSIS

The project's consistency with the City's plans, policies and codes is evaluated below.

Calistoga General Plan

Land use designations

The General Plan's Land Use Map designates the western portion of the project site as Downtown Commercial, which allows stores and restaurants as principal uses. Bars and visitor accommodations may be permitted if they conform to all relevant General Plan policies. The maximum floor area ratio (FAR) for development under this designation is 2.0.

The eastern portion of the project site is designated Community Commercial, which allows stores as a principal use. Restaurants, bars, and visitor accommodations where the development provides amenities serving the local community may be permitted if they conform to all relevant General Plan policies. The maximum FAR under this designation is 0.8.

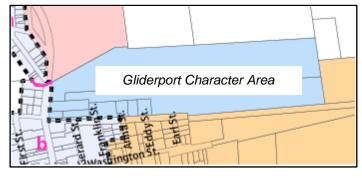
The analysis below demonstrates that the project conforms to all relevant General Plan policies. Furthermore, the project would provide local-serving amenities through construction of the proposed public plaza and emergency vehicle access to Calistoga Springs.

Character area overlay

The General Plan pays particular attention to certain groups of properties 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 by designating them with a character area overlay.

The project site is located within the Gliderport Character Area. Excerpts from the Land Use Element that are relevant to the project include the following.

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

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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 future 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.

Development and Design Considerations

- 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 complementary 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.
- Outdoor lighting shall be designed to preserve and protect the nighttime environment in accordance with the following International Dark Sky Association model ordinance objectives:
 - Provide the minimum lighting level necessary for night-time safety, utility, security, productivity, enjoyment, and commerce.
 - Minimize adverse offsite impacts such as sky glow, light overspill and obtrusive light.
 - Conserve energy and resources to the greatest extent possible.

Connectivity Considerations

 The Fair Way extension should connect with Washington Street via cross streets within the Lower Washington Character Area to facilitate adequate circulation.

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- 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.
 - New development projects or major redevelopment of non-residential properties must participate in the necessary mitigation to accommodate improved access, circulation and parking.

The proposed project is consistent with the General Plan's anticipated development of the significantly-underutilized project site with a mix of uses that complement current uses in the downtown area and serve as a catalyst for future redevelopment of the remainder of the property.

The project is consistent with all applicable land use and design considerations of this character area by:

- Enhancing area access through improvements to the Lincoln Avenue / Fair Way intersection, and the connection of Washington Street to Lincoln Avenue via Gerard Street
- Completing segments of the Napa Valley Vine Trail
- Utilizing building massing, unique design details and high-quality finish materials that are authentic to Calistoga's small-town character
- Incorporating water features into the project's frontage improvements

A condition of approval will require that all exterior lighting for the project is compliant with Dark Sky objectives.

Community Identity Element

The project's design and proposed improvements are also consistent with the following relevant provisions of the Community Identity Element of the General Plan:

- Goal CI-1 Maintain and enhance Calistoga's small-town character. Policies
- P1.1-1 New development should be sensitive to surrounding architecture, landscaping, character and scale of existing buildings.
- P1.1-2 New development should use exterior materials that have traditionally been used in Calistoga.
- P1.1-3 New buildings shall have heights that avoid obtrusive breaks in the natural skyline.
- P1.1-4 New developments should provide accessible public and semipublic areas and efficient and inviting pedestrian and bicycle connections to existing Calistoga streets.
- P1.1-7 New commercial development shall be designed to avoid characteristics common to typical auto-oriented shopping center or strip commercial development. This can be achieved by including features such as:
 - Parking set alongside or behind buildings, rather than in front

treatment 310 Limited front setbacks and direct street access 311 Pedestrian- rather than automobile-scaled design elements Goal CI-1.2 Maintain and enhance the urban design quality of the 313 downtown and other commercial areas. 314 **Policies** P.1.2-2 Design amenities shall be encouraged in new downtown 316 developments, including: 317 Buildings without front or side setbacks 318 Porches and/or overhangs, including covered sidewalks 319 where appropriate 320 Large store windows on ground floors Building rhythm matching the character of existing buildings 322 P.1.2-3 New commercial buildings in the Downtown Commercial area 323 shall abut the street, with parking areas located behind the buildings and a minimum number of curb cuts on Lincoln Avenue. 325 P.1.2-4 The amount of greenery, especially street trees, in the Downtown 326 Commercial area shall be maintained and enhanced to help 327 create a pleasant walking environment for pedestrians and for visual continuity. 329 P.1.2-8 The development of pedestrian amenities within the downtown 330 area shall be encouraged. 331 Circulation Element 332 Additionally, applicable Circulation Element policies would be satisfied by this project 333 through its construction of segments of the Napa Valley Vine Trail, a wide sidewalk 334 across its Lincoln Avenue frontage connecting to existing development on either side 335 and a sidewalks from the proposed public plaza to Lincoln Avenue: 336 P1.3-2 New development shall provide sidewalks as needed to close 337 gaps in the city's active transportation network. 338 P1.3-3 New development shall provide bicycle improvements called for in 339 the Active Transportation Plan. 340 "Complete streets" features shall be incorporated into existing 341 streets to improve the safety and convenience of users, with the 342 particular goal of creating a connected network of facilities

accommodating each category of users, and increasing

connectivity across jurisdictional boundaries and for existing and

anticipated future areas of travel origination or destination.

Incorporation of varied building massing and architectural

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Zoning Code

The project site is split between two zoning districts: Downtown Commercial (DC) adjacent to Lincoln Avenue and Community Commercial (CC) on the eastern portion of the site.

The intent of the DC District, in part, is to provide for a broad range of uses that generate high pedestrian traffic. The project is consistent with this intent by providing visitor accommodations within the downtown whose guests will have ready access to other businesses. It would also provide retail and food and beverage services that would attract pedestrian traffic from the downtown. Retail and restaurants are permitted uses within the DC District. Hotels are allowed through approval of a use permit.

The intent of the CC District, in part, is to provide a transition between the more-intense activities in the DC District and the less-intense activities in the residential districts adjacent to commercial areas. The landscaped parking area on the eastern side of the project would provide a transition between the project's commercial uses and multifamily residential in the lower Washington Street area.

The following table demonstrates the project design's compliance with the development standards of the DC and CC Zoning Districts.

Development Standard	DC District	CC District	Project
Minimum front yard	0 feet	10 feet	Approx. 29 feet
Minimum interior side yard	0 feet	0 feet	> 50 feet
Minimum street side yard	0 feet	0 feet	Approx. 30 feet
Minimum rear yard	0 feet	0 feet	> 0 feet
Maximum lot coverage	80%	60%	17% overall
Maximum floor area ratio	200%	80%	84% DC / 10% CC
Maximum building height	30 feet	30 feet	30 feet*
Minimum landscaped portion of open space	40%	n/a	47%

^{*}Taller architectural and utility structures and necessary mechanical appurtenances allowed per CMC 17.38.030(B)

The project would provide 233 parking spaces, which exceeds the minimum requirement. The parking demand is likely to be lower than that required by the Zoning Code since hotel guests will be utilize the retail and food and beverage operations. The minimum number of parking spaces required for the project by the Zoning Code is as follows:

Proposed Use	Units	Ratio	Reqd. Spaces
Hotel	96 rooms	1.1/unit	106
Retail	5,285 sf	1/200 sf	26
Restaurant, bar, roof terrace	7,818 sf	1/100 sf	76
	Total required spaces		

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The proposed parking design meets all the minimum standards for space dimensions and aisle widths. It also provides breaks at two points in the eastern parking lot to facilitate pedestrian access to the hotel. Rows of trees along and within the parking lots would provide shade to minimize heat generation.

The project's provision of 24 bicycle parking spaces in clearly designed, safe and convenient locations is also consistent with the Zoning Code's provisions. Furthermore, the project's design would provide off-street loading berths in sufficient number and size to adequately handle project needs.

DEVELOPMENT AGREEMENT

A development agreement is a contract between the City and a developer through which mutual benefits are provided. CMC Chapter 17.39 allows the City to enter into a development agreement subject to the City Council finding that the provisions of the agreement are consistent with the General Plan. The Municipal Code requires both the Planning Commission and City Council to review the draft agreement at a public hearing prior to action being taken.

The project's development agreement was drafted by the City Attorney's office following protracted discussions among the applicant, staff and the City Council's ad hoc committee (Vice Mayor Dunsford and Councilmember Kraus). It references the project entitlements and includes the following primary provisions in addition to the off-site improvement agreements already mentioned related to water, wastewater, and pedestrian and traffic circulation (those off-site improvements are also included as Conditions of Approval in Attachment 3):

- Establishes an initial seven-year time period to the approved entitlements, with potential one-year time extensions for an additional three years
- Requires the developer to relocate the existing laundromat on the project site to a new location within the city.
- Requires Developer to construct a 20-foot Emergency Vehicle Access from Chateau Calistoga to Fair Way Extension.
- Provides for how certain off-site improvements may be reimbursable from the Project's impact fees, and water/wastewater connection fees.

ENVIRONMENTAL REVIEW

The proposed project has been reviewed in accordance with the California Environmental Quality Act (CEQA). An Initial Study (IS) was prepared that identified potentially-significant, project-related impacts to aesthetics, air quality, biological resources, cultural resources, geology/soils, greenhouse gas emissions, hazards and hazardous materials, hydrology/water quality, minerals, noise, and transportation/circulation. The applicant has agreed to incorporate mitigation measures that would reduce these impacts to a less-than-significant level.

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The City determined that with the incorporation of the mitigation measures included in 409 the Mitigation Monitoring and Reporting Program (MMRP), the Project will not have a 410 significant effect on the environment, and therefore a Mitigated Negative Declaration 411 (MND) is appropriate. In accordance with CEQA, the full draft IS/MND was circulated for 412 30 days from July 28, 2020 to August 26, 2020. The City received three comments from 413 state regulatory agencies during that review period. Those comments came from the 414 Department of Conservation Geological Energy Management Division (CalGem), the 415 California Department of Transportation (Caltrans), and the California Department of 416 Fish and Wildlife (CDFW). Staff, consultants, and the applicant all reviewed these 417 comments. 418

A comprehensive response to comments packet is included as Attachment 10 to this 419 staff report. It thoroughly addresses the comments that were raised, identifies all the 420 clarifications/revisions made to the IS/MND in response to the provided comments, and 421 includes copies of each comment letter in their entirety. Also included in the packet are 422 response to comment letters prepared by the City's transportation engineering 423 consultant on the project (W-Trans), the project's civil engineer (BKF), and the project's 424 biologist (Monk & Associates). The MMRP was also revised in response to the 425 comment letters. 426

The full IS/MND and associated studies are available on the City's website as detailed in Attachment 8. The MMRP is included as Exhibit A to Attachment 2.

PUBLIC COMMENTS

As of the publishing of this staff report on September 16, 2020, over 40 written comments had been received regarding this project. Those comments are included as Attachment 9. If additional public comments come in prior to the Planning Commission hearing, those comments will be circulated to Planning Commissioners and made available on the City's website.

FINDINGS

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To reduce repetition, the bases for making the required findings to approve the project's use permit, design review and development agreement applications are contained in the attached draft resolutions.

RECOMMENDATIONS

Based on the information and analysis contained in this report, staff recommends that the Planning Commission:

- 1. Adopt a resolution adopting the project's MND
- 2. Adopt a resolution approving use permit application UP 2017-9 and design review application DR 2017-8
 - 3. Adopt a resolution recommending approval of development agreement DA 2017-1

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ATTACHMENTS

- 1. Vicinity map
- 2. Draft resolution adopting the project's MND
- 3. Draft resolution approving use permit application UP 2017-9 and design review application DR 2017-8
- 4. Draft resolution recommending approval of development agreement DA 2017-1 to the City Council
- 5. Project description dated March 5, 2020
- 6. Project plans
- 7. Draft development agreement
- 8. The MND can be reviewed at the Planning and Building Department's web site at http://www.ci.calistoga.ca.us/city-hall/departments-services/planning-building-department/planning-division. This document was distributed to the Planning Commission in advance of this meeting.
- 9. Public Comments as of September 16, 2020
- 10. Response to Comments on IS/MND Packet