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City of American Canyon
Planning Commission Staff Report
November 21, 2019



PLANNING COMMISSION
STAFF REPORT

November 21, 2019
Public Hearing

SUBJECT

Consider two Resolutions to recommend City Council approval of a General Plan Amendment to the Housing Element Land Use Inventory and Zoning Code Amendment to establish a residential study area overlay covering thirty acres of Oat Hill.

PROJECT LOCATION East side, Oat Hill, Assessor's Parcel Numbers 058-380-008, 058-320-001, & 058-380-017

APPLICANT/OWNER Oat Hill Properties, II, LLC

ENVIRONMENTAL REVIEW The proposed General Plan Amendment and Zoning Code Amendment is not a project under CEQA and is exempt from CEQA review as it has no present potential impact on the physical environment as the amendment of the General Plan Housing Element Land Use Inventory and the Zoning Code amendment establishing a residential special study area is a commitment to study residential uses in light of City Council policy direction, but is not itself a reclassification or rezoning of the Hess Property for specific residential uses, but rather a reflection of the Property being subject to further discretionary evaluation for residential development.

STAFF CONTACT William D. Ross, City Attorney

REQUESTED ACTIONS

1. Receive staff report.
2. Open Public Hearing.
3. Receive public testimony.
4. Close Public Hearing.
5. Commission comments and questions.
6. Consider a Resolution to recommend City Council approval of a General Plan Amendment to amend the Housing Element Land Use Inventory and a Zoning Code Amendment to establish a residential study area overlay covering thirty acres of Oat Hill.

Background and Discussion

Oat Hill Properties, II, LLC (Rick Hess) has submitted a General Plan Amendment and Zoning Code Amendment application to The entitlements to set the baseline for the potential future residential development of the three Oat Hill properties, which if developed, would create diverse housing options for the City of American Canyon with a for-sale, single family home residential neighborhood and for-rent multi-family residential apartment community on approximately 30 acres on the east side of Oat Hill south

of Napa Junction Road. The Oat Hill property is located between Hess Road and the western terminus of Napa Junction Road. A copy of the Applicant’s letter of submittal is included as Attachment 3.

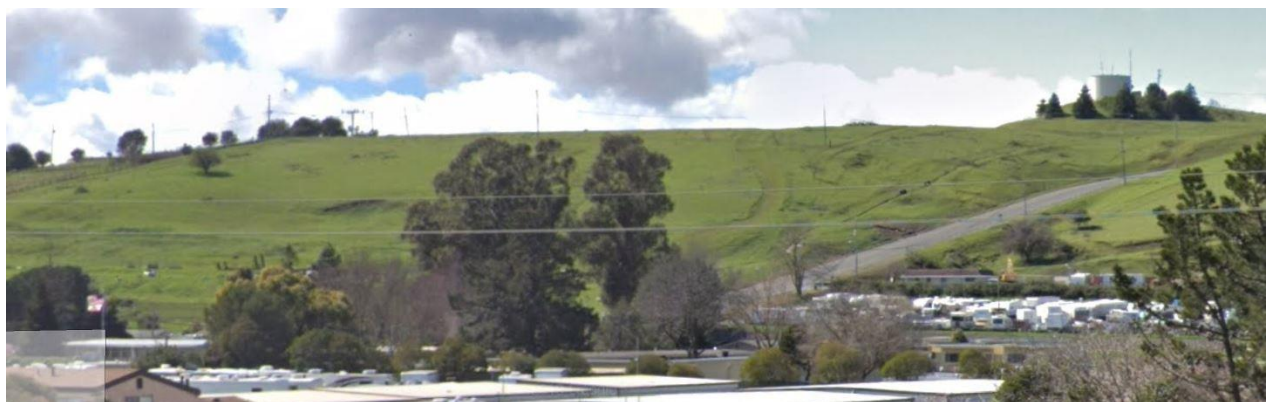
Site Information

General Plan Designation	Existing: Light Industrial, Specialty Commercial Overlay, and Residential Estate	Proposed: No change to land use designations. See amendments to Housing Element
Zoning District	Existing: Light Industrial, Specialty Commercial Overlay, and Residential Estate	Proposed: Addition of a Residential Study Overlay District
Site Size	30 acres	
Present Use	Vacant	
Access	Site access is off Napa Junction Road	

Adjacent Land Uses

North	General Plan: Industrial and Public. Developed With: Vacant, Contractors Businesses, RV Storage, Napa Junction Elementary School.
South	General Plan: Residential Estate. Developed With: Vacant land, City Potable Water Tank.
East	General Plan: Medium Density Residential. Developed With: Single Family Homes and Calvary Baptist Church off Theresa Avenue.
West	General Plan: Industrial with Specialty Commercial Overlay. Developed With: Miocene Winery, City Potable Water Tank Vacant land.

Figure 1 – View of Oat Hill from SR-29@ Railroad Bridge



An aerial view of the property is shown in Figure 2 below:

Figure 2 – Aerial View of Oat Hill



On August 20, 2019, the City Council considered the possibility of designating and rezoning the eastern side of Oat Hill (the “Hess Property”) for residential uses. The City is commencing a process to update the General Plan. This this process could potentially accommodate residential uses on the property. However, the General Plan Update process is anticipated to take approximately 2 years to complete. This timeframe is longer than Mr. Hess is willing to make his property available for residential development.

The Council concluded that residential uses are the best use for the Hess Property and directed the directed staff to work with Mr. Hess to identify means by which the City might evaluate and consider a residential development proposal for the Hess Property while providing Mr. Hess some certainty that his investment in a planning and CEQA review process would be brought to completion. A copy of the August 20, 2019 minutes is included as Attachment 4.

After conferring with Mr. Hess, staff has determined that the best way to implement the City Council’s direction includes a twofold solution:

1. Designate the Hess Property within the General Plan 2015 Housing Element “Inventory of Land Suitable for Residential Development.” This amendment would not alter the underlying General Plan land use designations. A copy of the proposed amended Housing Element Land Use Inventory is included as Attachment 5.

2. Designate the Hess Property with a residential study overlay zoning district. This overlay zoning district would not alter the underlying Zoning district designations. A copy of the proposed Residential Study Overlay Zoning District is included as Attachment 6.

Approval of the proposed General Plan Amendment and Residential Study Overlay Zoning District by itself is a commitment to study residential uses in light of the City Council's policy direction. It is not itself a reclassification or rezoning of the Hess Property for specific residential uses. However, the action will provide Mr. Hess with the certainty he requested on August 20, 2019 and provide the basis for an expedited planning and environmental review of residential uses.

Next Steps

Following completion of the proposed General Plan and Zoning Code amendments, staff is directed to accept a planning and development proposal from Mr. Hess and expedite review under CEQA and consideration by the City Council of a residential entitlement package for the Hess Property, including a General Plan Amendment, Rezoning, Design Permit, Development Agreement and other such entitlements as may be necessary or appropriate.

When there is an entitlement package submitted by Mr. Hess, the matter will be received by the City and referred to the Napa County Airport Land Use Commission (ALUC) when the application is deemed complete.

CEQA Review

The proposed inclusion of the Hess Property in the General Plan 2015 Housing Element "Inventory of Land Suitable for Residential Development" and designation of the Hess Property with a residential study overlay zoning district is exempt from the California Environmental Quality Act (CEQA). The General Plan and Zoning Code amendments are not a reclassification or rezoning of the Hess Property for specific residential uses, but rather a reflection of the Property begin subject to further discretionary evaluation for residential development. For these reasons, the action is not a project under CEQA and is exempt from CEQA review as it has no present potential impact on the physical environment.

Staff Recommendation

Consider two Resolutions to recommend City Council approval of a General Plan Amendment to the Housing Element Land Use Inventory and a Zoning Code Amendment to establish a residential study area overlay covering thirty acres of Oat Hill.

Attachments:

1. Resolution Recommending Approval of a General Plan Amendment to the Housing Element Land Use Inventory
2. Resolution Recommending Approval of a Zoning Code Residential Overlay
3. Applicant's letter of submittal
4. City Council August 20, 2019 minutes
5. Amended Housing Element Land Use Inventory
6. Amended Zoning District overlay

Copies (notification sent electronically):

Rick Hess

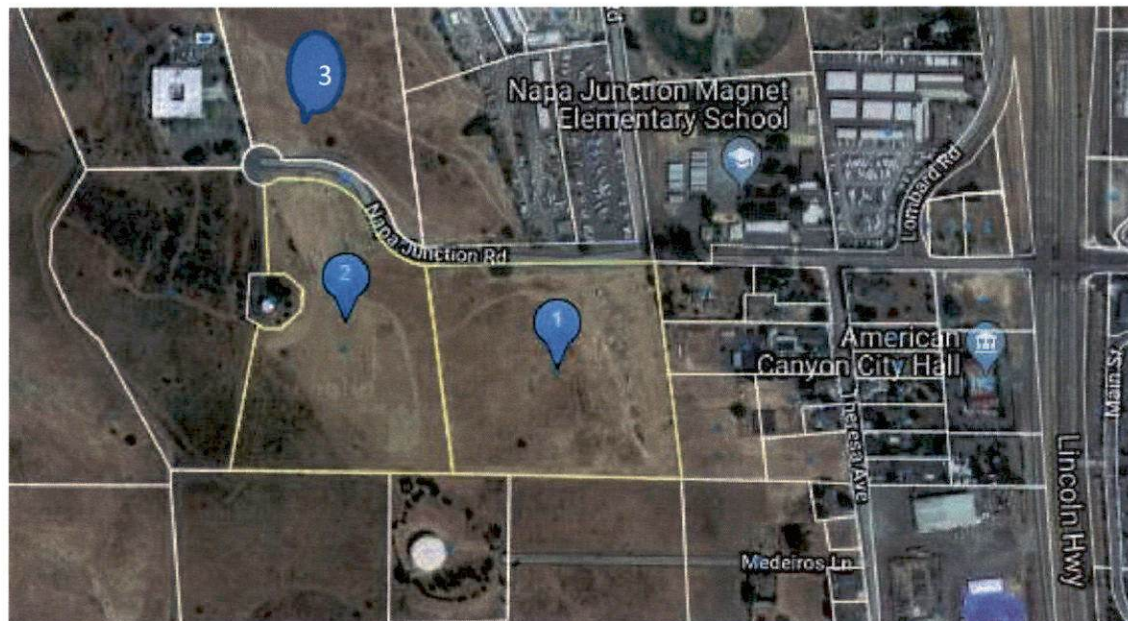
NOV 06

OAT HILL RESIDENTIAL DEVELOPMENT

City of American Canyon

Community Development

Applicant is seeking a Zoning Code amendment and a General Plan Amendment in support of a future residential development for the "Oat Hill" property along Napa Junction Road. The property in question consists of three separate parcels making up +/- 31.32 acres in total (APNs 058-380-008 with 10.17 acres, APN 058-320-001 with 10.63 acres & APN 058-380-017 with 10.52 acres).



The vision for the three properties is to create diverse housing options for the City of American Canyon with a for-sale, single family home residential neighborhood (on parcel 2 in the image above / APN 058-380-008) & a for-rent multi-family residential apartment community (on parcel 1 in the image above / APN 058-320-001) & TBD residential housing (on parcel 3 in the image above / APN 058-380-017). Current conceptual land planning studies have yielded up to 89 for-sale residential homes & 85 for-rent residential apartments (these layouts are provided as supplemental materials as part of the application package with example imagery as well).

Applicant & Owner are seeking the following items in the current application:

- On August 20, 2019, the City Council issued a Minute Order directing City Staff to work with Mr. Hess to identify means by which the City might evaluate and consider a residential development proposal for the Hess Property while providing Hess some certainty that his investment in a planning and CEQA review process would be brought to completion. This led to a determination that the best way to implement the Council's Minute Order is to adopt a text amendment to the City's General Plan and Zoning Code, agreed upon by the City Attorney and the Counsel for Owner consisting of the following:
 - (a) to designate the property within the Project area as included within the General Plan 2015 Housing Element "Inventory of Land Suitable for Residential Development," Housing Element Section IV.B; and
 - (b) to establish a residential study area and overlay zone for the Hess Property without changing the Property's current underlying General Plan designations and zoning classifications.

- These entitlements sought are exempt from CEQA as they are not a redesignation of the land use of the subject Property, but rather a reflection of the Property being subject to further discretionary evaluation for residential development; and therefore is not a project under CEQA, and is exempt from CEQA review as it has no present potential impact on the physical environment.

In the future, the following entitlements would be sought:

- Text amendment to the General Plan CS land use/zoning designation to allow residential land uses, similar to the CC land use/zoning district allowing residential uses (on APN 058-380-008 & 058-380-017).
 - CC use in General Plan allows for multi-family dwelling units: *“Multi-family dwelling units for a maximum of 50% of the site west of Broadway and 60% of the site east of Broadway.”* A text amendment to the CS district will allow the same development to occur at Oat Hill, consistent with the Boulevard Specific Plan
- General Plan Amendment/Rezone from the RE land use/zoning designation to the RM land use/zoning designation that allows for multi-family residential apartments (on APN 058-320-001).
 - Although this property is not within the Broadway District Specific Plan, it is adjacent to land that is slated for Medium Density Residential (MDR) uses: The Medium Density Residential sub-area will foster a higher density residential neighborhood that is architecturally and physically compatible. The Medium Density Residential Subarea is located west of Broadway at the foot of Oat Hill.”
- Owner & Applicant will work with City Staff on preparing formal development applications for each of the envisioned neighborhoods on each parcel, including, but not limited to the General Plan Amendment, a Specific Plan rezoning, design review, development agreement, and such other entitlements as may be necessary or appropriate.

Additional factors:

- Offer of dedication for future roadway extension/connection of Napa Junction Road (*owner is currently in discussions with Napa Valley Unified School District for an easement over their property in order to achieve this connection*)
- Airport Influence Compatibility Analysis – the property in question is within Zones D & E of the Napa County Airport, but not in direct flight path of approach/takeoff areas for the airport. Requesting City Council thoughts/comments on potential need to vote on overriding the Airport Land Use Commission should they vote no on development in Zone D.
- Statewide Community Infrastructure Program – City of American Canyon is a participating agency in this program; discussion on the proposed residential development utilizing the SCIP for pre-payment of impact fees and/or reimbursing for public infrastructure improvements.

- Compatibility with the Broadway Specific Plan – although the properties in question are not within the City’s new Broadway Specific Plan, Applicant & Owner think the vision for Oat Hill meets the following goals & objectives currently in the Broadway District Specific Plan:
 - *“Positively contribute to the local economy via new capital investment, expansion of the tax base, the development of new housing opportunities, and the creation of new employment opportunities.”*
 - The vision for Oat Hill will develop new/diverse housing opportunities while expanding the City’s property tax base with new residential development that will generate new residents that will shop/spend their money in the City.
 - *“Create a planning framework that promotes the development of highest and best uses on undeveloped and underutilized properties within the Broadway District.”*
 - The vision for Oat Hill will be consistent with the planning framework of the MDR Subarea and promote development of the undeveloped parcels in question.
 - *“Nurture an environment where the Broadway District can become a destination for American Canyon.”*
 - Residential development on the Oat Hill properties will create more residents within a walking distance of the Broadway District to help it develop and grow into a destination place.
 - *“Increase the number and type of housing opportunities in the Broadway District.”*
 - Residential development on the Oat Hill properties will create diverse residential opportunities in line with what the Broadway District is seeking to promote.



County of Napa GIS



058-030-059

058-030-009

058-030-010

058-380-016

058-380-017

058-320-016

058-320-004

058-320-017

Little
058-320-014
Complex

Oat Hill

AREA OF MINIMAL FLOOD HAZARD

058-380-009

263 ft

058-030-016

058-380-007

058-380-008

058-320-001

058-082-001

Calvary Baptist
058-082-009
Academy
(Private)

058-082-007

Legend

Flood Hazard Zones

- 1% Annual Chance Flood Hazard
- Regulatory Floodway
- Special Floodway
- Area of Undetermined Flood Hazard
- 0.2% Annual Chance Flood Hazard
- Future Conditions 1% Annual Chan
- Area with Reduced Risk Due to Lev

- Parcels
- County Boundary

752.3 0 376.17 752.3 Feet

Disclaimer: This map was prepared for informational purposes only. No liability is assumed for the accuracy of the data delineated hereon.

This map was printed on 10/9/2019

Notes

City of American Canyon
Community Development

NOV 06 2019

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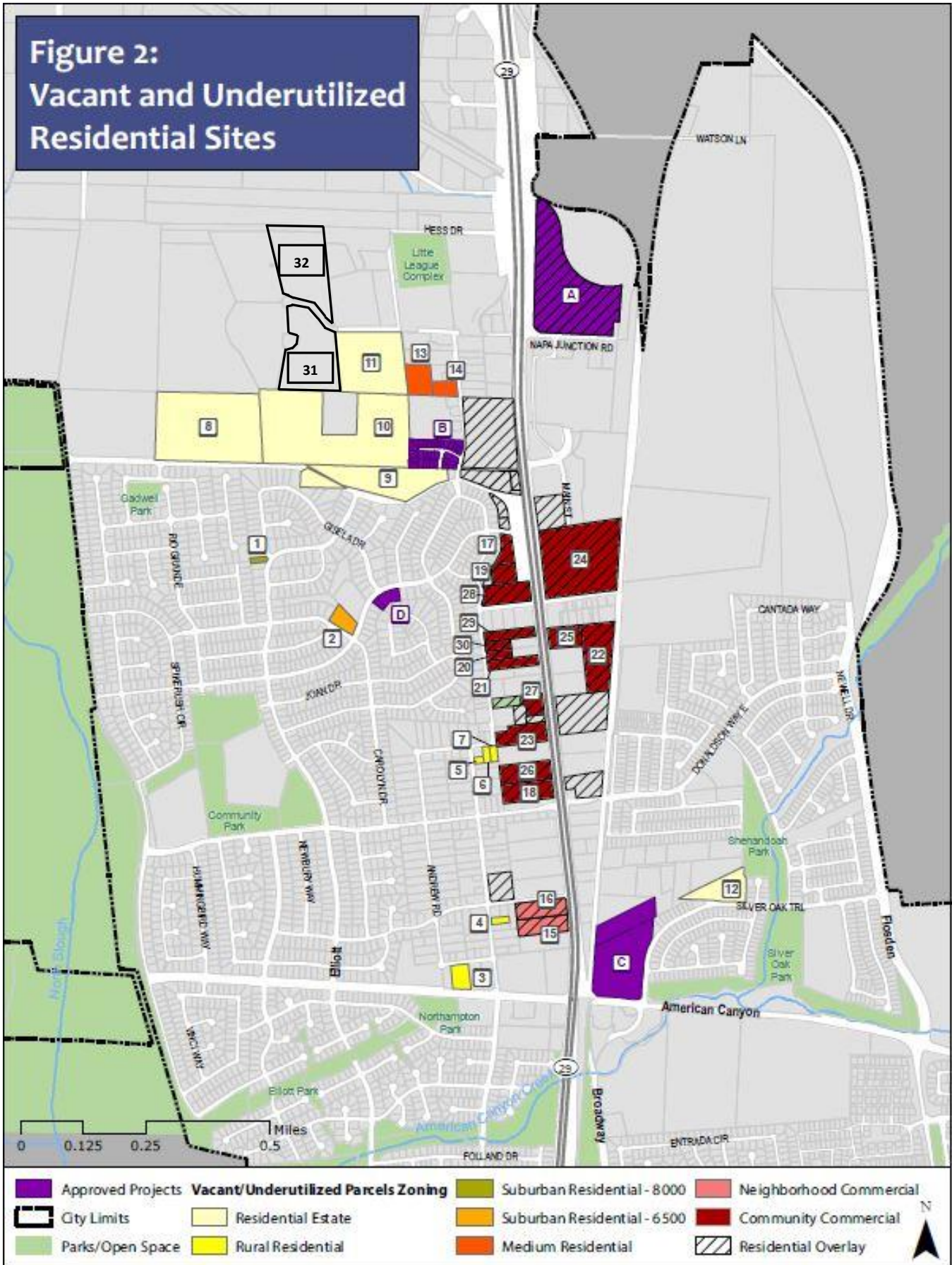


Figure 2
Citywide Sites

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**TABLE 46
AVAILABLE LAND INVENTORY SUMMARY**

Map ID	APN	General Plan	Zoning	Acres	Units	Existing Use	Infrastructure Capacity	Site Description
Low Density Residential: Inventoried as Moderate- and Above Moderate-Income Units								
1	058-542-001	RL	RS-8000	0.24	1	Vacant	Yes	Vacant lot surrounded by existing homes.
2	058-162-013	RL	RS-6500	1.09	7	Vacant	Yes	Formerly Rio Vista Pre-Application. Vacant land surrounded by homes.
3	058-281-013	RL	RR-20,000	1.11	2	Vacant	Yes	Older building using half of large lot, surrounded by homes.
4	058-290-003	RL	RR-10,000	0.31	2	Vacant	Yes	Vacant infill lot surround by homes.
5	058-311-002	RL	RR-10,000	0.17	1	Vacant	Yes	Vacant lot with sheds surrounded by homes.
6	058-311-003	RL	RR-10,000	0.23	1	Vacant	Yes	Vacant lot surround by homes.
7	058-311-004	RL	RR-10,000	0.26	1	Vacant	Yes	Vacant lot surround by homes.
8	058-030-018	RE	RE	20.66	20	Vacant	Yes	Large vacant lot between Oat Hill and homes south of Eucalyptus.
9	058-040-020	RE	RE	9.82	9	Vacant	Yes	Large vacant lot between Oat Hill and homes south of Eucalyptus.
10	058-270-005	RE	RE	23.22	23	Vacant	Yes	On Oat Hill west of Valley Vista manufactured housing project.
11	058-320-001	RE	RE	10.63	10	Vacant	Yes	On Oat Hill west of elementary school.
12	059-080-032	SP-1:SF	SP-1:SF	2.81	24	Vacant	Yes	Previous submitted Branzuela TSM. Next to PG&E easement. Project has been withdrawn due to current market conditions.
				71.61 60.98	108 98			
Medium Density Residential: Inventoried as Moderate- and Above Moderate-Income Units								
13	058-082-007	RM	RM	2	10	Vacant	Yes	Vacant Lot south of elementary school. Near West Napa Fault.
14	058-082-010	RM	RM	0.94	4	Vacant	Yes	Vacant Lot adjacent to school and homes.
				2.94	14			

Mixed Use ¹ : Inventoried as Lower-Income Units								
15	058-290-012	CN	CN (residential overlay)	2.15	43	Vacant	Yes	Large vacant lot adjacent to commercial and residential uses. GP Policy 1.14.1&2 allow multifamily residential site coverage of 1.0 at 20 du/ac.
16	058-302-001	CN	CN (residential overlay)	2.17	43	Vacant	Yes	Large vacant lot adjacent to commercial and residential uses. Directly north of Site 18. GP Policy 1.14.1 and 1.14.2 allow multifamily residential site coverage of 1.0 at 20 du/ac.
17	058-095-009	CC	CC (residential overlay)	1.08	10	Vacant	Yes	Large vacant lot adjacent to commercial and residential uses. Possible merger with #19 and 28 to maximize housing potential. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac.
18	058-311-013	CC	CC (residential overlay)	2.52	25	Vacant	Yes	Large vacant lot adjacent to commercial and residential uses. Possible merger with #26 to maximize housing potential. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac.
19	058-352-002	CC	CC (residential overlay)	1.24	12	Vacant	Yes	Large vacant lot adjacent to commercial and residential uses. Possible merger with #17 and 28 to maximize housing potential. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac.
20	058-362-001	CC	CC (residential overlay)	0.68	6	Vacant	Yes	Vacant Parcels adjacent to residential uses. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac.
21	058-362-003	CC	CC (residential overlay)	1.26	12	Vacant	Yes	Vacant Parcels adjacent to residential uses. Near West Napa Fault. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac.

22	059-072-005	CC	CC (residential overlay)	5.18	67	Vacant	Yes	East side of Hwy 29. GP Policy 1.15.1 allows 60% site coverage at 35 du/ac. Large vacant lot adjacent to High Density Residential and future town center site. Inventory conservatively assumes 60% site coverage at 22.5 units per acre.
23	058-362-012	CC	CC (residential overlay)	2.36	23	Underutilized	Yes	Older commercial structures on very large parcel adjacent to residential uses. Near West Napa Fault. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac.
24	059-020-023	CC	CC (residential overlay)	14.16	184	Underutilized	Yes	East side of Hwy 29. GP Policy 1.15.1 allows 60% site coverage at 35 du/ac. Existing Adobe Lumber site along the east side of Hwy 29. Interest to relocate facility to Industrial Area and use site for residential uses adjacent to Napa Junction mixed-use center. Inventory conservatively assumes 60% site coverage at 22.5 units per acre.
25	059-072-002	CC	CC (residential overlay)	1.98	25	Vacant	Yes	East side of Hwy 29. GP Policy 1.15.1 allows 60% site coverage at 35 du/ac. Possible merger with #22 to maximize housing potential. Inventory conservatively assumes 60% site coverage at 22.5 units per acre.
26	058-311-014	CC	CC (residential overlay)	2.52	25	Underutilized	Yes	Large commercial site used for landscaping materials adjacent to Hwy 29 and the residential uses. Possible merger with #20 to maximize housing potential. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac.
27	058-362-016	CC	CC (residential overlay)	1	10	Vacant	Yes	Vacant parcel adjacent to Hwy 29. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac.

28	058-352-003	CC	CC (residential overlay)	2.45	24	Retail in front, vacant in rear	Yes	Adjacent to Hwy 29. Near West Napa Fault. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac. East side of parcel (fronting Hwy 29) is developed as retail, but back of site is vacant.
29	058-353-005	CC	CC (residential overlay)	1.26	16	Underutilized, single family dwelling	Yes	Adjacent to Hwy 29. Near West Napa Fault. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac.
30	058-353-006	CC	CC (residential overlay)	0.63	6	Vacant	Yes	Vacant parcel adjacent to #30 and Hwy 29. Near West Napa Fault. West side of Hwy 29. GP Policy 1.15.1 allows 50% site coverage at 20 du/ac.
				42.64	531			
Hess Property: Inventoried as Lower-Income Units								
11	058-320-001	RE	RE	10.63	100	Vacant	Yes	<u>On Oat Hill west of elementary school.</u>
Hess Property: Inventoried as Moderate and Above Moderate-Income Units								
31	058-380-008	I	<u>LI (CS overlay)</u>	10.17	80	Vacant	Yes	<u>Top of Oat Hill, south of Napa Junction Road.</u>
32	058-380-017	I	<u>LI (CS overlay)</u>	10.53	80	Vacant	Yes	<u>Top of Oat Hill, north of Napa Junction Road</u>
<u>Lower-Income</u>				10.63	100			
<u>Moderate- and Above Moderate-Income</u>				20.7	160			
Income Breakdown by Group (Detailed on Table 45)								
Lower-Income				531-631				
Moderate- and Above Moderate-Income				122-282				

¹All commercial parcels listed within this survey are within the Residential Overlays, which allow multifamily housing “by-right” in accordance with Table 1 section 19.11 of the City’s Zoning Ordinance and General Plan Policies 1.14.1 and 1.15.1 for Community Commercial (CC) and Neighborhood Commercial (CN). Development standards associated with these residential overlays were accounted for in the unit count projection. Projected unit count is based on minimum densities for multifamily housing allowed under the General Plan Land Use Element with all projected units calculated towards meeting the Very Low- and Low-Income Groups.
Source: City survey, 2009; updated in 2014.

Residential Study Overlay Zoning District
(Assessor's Parcel Numbers 058-380-008, 058-320-001, & 058-380-017)

