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Agenda Date: 1/20/2010

Agenda Placement: 9A

Napa County Planning Commission Board Agenda Letter

TO: Napa County Planning Commission

FROM: John McDowell for Hillary Gitelman - Director
Conservation, Development & Planning

REPORT BY: Sean Trippi, Principal Planner - 299-1353

SUBJECT: St. Helena Hospital Tentative Map, Rezoning & Use Permit

RECOMMENDATION

ST. HELENA HOSPITAL WOODSIDE SUBDIVISION / ST. HELENA HOSPITAL - USE PERMIT, TENTATIVE MAP & REZONING (P07-00855-UP, P07-00856-TM, P07-00857-RZG)

CEQA Status: Negative Declaration has been prepared. According to the proposed Negative Declaration, the proposed project would have no potentially significant environmental impacts. The project site is not on any of the the lists of hazardous waste sites enumerated under Government Code Section 65962.5

Request: Approval of a tentative map to create individual parcels for 25 existing single-family homes owned by the St Helena Hospital, the St. Helena Hospital and Health Center, or the Northern California Conference of 7th Day Adventists, hereafter referred to as St. Helena Hospital. The request also includes adoption of an ordinance rezoning properties owned by the St. Helena Hospital, identified below, from Residential Single: Building Site Combination District – 5-acre minimum (RS:B-5) to Planned Development (PD) consistent with other property owned by the Hospital. A Use Permit is also requested to allow the future construction of additions or buildings accessory to the existing homes in the PD district without going through the use permit process each time as is currently required by County Code. The Use Permit would also allow 11 structures on the hospital campus to be considered “flex space” that would allow residential uses, administrative offices or clinical/hospital related uses. No new development or the creation of new developable lots is included in this proposal. The tentative map would involve subdividing 10 lots into 31 lots. Three of the 10 lots are currently zoned RS:B-5 and the remaining 7 are zoned PD. Twenty-Five (25) of the new lots would be created for existing homes. Two (2) lots would include the main hospital campus and associated buildings and improvements. One (1) lot would include existing apartment buildings. The remaining three (3) lots would remain as open space. The approximately 92 acre project area is located between Sanitarium Road and Deer Park Road approximately 2.5 to 3.0 miles northeast of the City of St. Helena within the RS:B-5 (Residential Single: Building Site Combination) and PD (Planned Development) zoning districts. (Assessor's Parcel numbers: 021-110-015*; 021-140-001*, 003*, 005*; 021-150-001*, 002*, 007*; 021-171-001, 002, 003, 004, 005, 006, 007, 008, 120, 130; 021-181-001, 002, 005, 007, 009, 010; 021-172-004; and, 021-400-011) Deer Park.

* - parcels not included in the rezoning

Staff Recommendation: That the Planning Commission conduct a public hearing and forward a recommendation of approval of the rezoning, tentative map, and use permit to the Board of Supervisors.

Staff Contact: Sean Trippi, 253-4417 or strippi@co.napa.ca.us

EXECUTIVE SUMMARY

Proposed Action:

That the Planning Commission recommends to the Board of Supervisors:

1. Adoption the proposed Negative Declaration based on findings 1-6 of Exhibit A.
2. Approval of Use Permit (P07-00855-UP) based on findings 7-12 of Exhibit A and subject to the Draft Conditions of Approval (Exhibit B).
3. Approval of Tentative Map (P07-00856-TM), including granting an Exception to the County Road and Street Standards, based on findings 13-19 of Exhibit A Exhibit A and subject to the Draft Conditions of Approval (Exhibit B); and
4. Adoption of Rezoning Ordinance (P07-00857-RZ) based on finding 20 of Exhibit A including Finding the proposed ordinance consistent with the County General Plan and Zoning Ordinance.

Discussion:

The applicant requests approval of a tentative map to create individual parcels for 25 existing single-family dwellings under the ownership of the St Helena Hospital, the St. Helena Hospital and Health Center, or the Northern California Conference of 7th Day Adventists, hereafter referred to as St. Helena Hospital. The St. Helena Hospital would retain ownership of the land. The homes could be owned by the resident to provide the homeowner an opportunity to establish equity. The tentative map would involve subdividing 10 lots into 31 lots. Twenty-five (25) of the new lots would be created for existing homes. Two (2) lots would include the main hospital campus and associated buildings and improvements. One (1) lot would include existing apartment buildings. The remaining three (3) lots would remain as open space.

The request also includes rezoning properties owned by the St. Helena Hospital from Residential Single: Building Site Combination District – 5-acre minimum (RS:B-5) to Planned Development (PD) consistent with other property owned by the Hospital. Three of the 10 lots are currently zoned RS:B-5 and the remaining 7 are zoned PD.

A Use permit is also requested to allow the future construction of additions or buildings accessory to the existing homes in the PD district without going through the use permit process each time as is currently required by County Code. The Use Permit would also allow 11 structures on the hospital campus to be considered “flex space” that would allow residential uses, administrative offices or clinical/hospital related uses. No new development or the creation of new developable lots is included in this proposal. However 3 of the proposed lots (Lots 9, 15, & 16) could potentially require alterations to comply with the appropriate fire resistive construction requirements which would generally entail removing exterior siding materials and applying fire resistive materials to the framing of the structures and replacing the siding materials. This would only be necessary if the portions of the existing structures are less than 5-feet from the proposed property and the construction does not meet current fire resistive building requirements.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT**Environmental Determination:**

Negative Declaration Prepared. According to the proposed Negative Declaration, the proposed project will not have any potentially significant environmental impacts. The public review period for the draft Negative Declaration ran between December 31, 2009 through January 20, 2010. The project site is not on any of the lists of hazardous waste sites enumerated under Government Code Section 65962.5.

BACKGROUND AND DISCUSSION

Owner: St Helena Hospital, St. Helena Hospital and Health Center, and Northern California Conference of 7th Day Adventists.

Applicant: Stan Tempchin, Executive Director Facility Services

Current Zoning: PD (Planned Development) and RS:B-5 (Residential Single: Building Site Combination District – 5-acre Minimum lot size)

Proposed Zoning: PD (Planned Development)

General Plan Designation: RR (Rural Residential)

Project Area: 25 parcels consisting of approximately 92-acres. The parcels are listed below along with what is proposed for each lot:

Tentative Map only – 021-110-015; 021-140-001, 003, 005; and, 021-150-001, 002, 007

Tentative Map & Rezoning – 021-171-001; 021-172-004; and 021-400-011

Rezoning only – 021-171-002, 003, 004, 005, 006, 007, 008, 012, 013 and 021-181-001, 002, 005, 007, 009, 010

Existing Land Use: The existing hospital/medical complex is located at the base of steep slopes on land that ranges from 500 to 550 feet above mean sea level. Former residential cottages constructed for medical staff are intermingled within the medical complex and have been converted to administrative and medical uses. The single and multi-family residential structures owned by the hospital are located uphill to the north and east of the medical complex.

Additional single-family homes not owned by the hospital are intermixed with the homes owned by the hospital and are to the north, south and east of the project area. A church is located southwest of the hospital. A fire station building housing the Deer Park volunteer fire department is located to the north of the medical complex. Single-family homes and vineyards are located across Sanitarium Road to the west. An existing private water system provides water to the medical complex and existing homes. Domestic wastewater flows are treated in existing septic tanks, and then disposed of in an existing off-site pond system. Several water tanks for the hospital and residences are located uphill to the northeast of the medical complex and north of the homes.

Adjacent General Plan Designation/ Zoning / Land Use:**North**

Rural Residential (RR) General Plan designation

PD & RS:B-5 zoning

Multiple parcels ranging in size from just under an acre to approximately 12 acres. Uses include open space/undeveloped land and single-family homes.

South

RR & Agriculture, Watershed & Open Space (AWOS) General Plan designations

PD & RS:B-5 zoning

Multiple parcels ranging in size from 0.1 to 5 acres. Uses include open space/undeveloped land and single-family homes.

East

RR & AWOS General Plan designations

RS:B-5 & AW zoning

Multiple parcels ranging in size from 0.5 to 10.8 acres. Uses include open space/undeveloped land, and single-family homes.

West

RR & AWOS General Plan designations

PD & AW zoning

Multiple parcels ranging in size from 0.4 to 15.3 acres. Uses include open space/undeveloped land, single-family homes and vineyards.

There are also two approved and two producing wineries within the vicinity of the project area.

History/Background:

The St. Helena Hospital and Health Center was originally established as the Rural Health Retreat in 1878 on 10.5 acres of land on Howell Mountain. The name of the retreat was changed to St. Helena Sanitarium in the 1890's. Thirty-five (35) buildings associated with the Sanitarium were built between 1878 and 1967. All but eight (8) of the buildings associated with the Sanitarium have been demolished. The homes on the property owned by the hospital were constructed beginning in the late 1800's through the early 1900's to provide housing for hospital employees.

The Planning Commission approved the first Use Permit (#48-69) on hospital owned property in 1969 to allow the construction of a post office north of the medical complex. The former post office has since been converted to records storage for the hospital. In 1974, a use permit for master development plan was approved (#U-17374) for all properties owned by the Hospital in the PC zone (now the PD zone) and a use permit (#U-277273) for a woodland retirement center with a 100 units, north of the medical campus, was also approved. The retirement center was never built.

A number of use permits and use permit modifications have been approved since 1969 addressing expansion, remodeling, and improvement of the medical complex, the most recent of which was a multi-phase master plan approved by the Planning Commission on June 7, 2006. None of the past proposals have addressed modifications to the existing residences that are the primary focus of this proposal.

The current request to subdivide the hospital's property to create individual lots for the existing residences was originally filed in 1997 (#96475-PM). The 1997 request also included rezoning parcels zoned RS:B-5 to PD

(#964773-RZ) and a use permit (#97474-UP) to allow remodeling and additions to existing residences and non-residential buildings without individual use permits each time and allowing flex use of existing buildings on the medical campus. The original request also included a new parking lot, a four-story parking structure and storage building for the medical complex. The new improvements for the medical complex were included in the multi-phase master plan approved by the Commission in 2006 and are not included in the current proposal. The new planning application numbers for the use permit (P07-00255-UP0, tentative map (P07-00856-TM) and rezoning (P07-00857-RZ) were assigned to the project for tracking purposes have been

Code Compliance:

Planning staff is unaware of any code compliance issues within the project area.

Discussion:

Tentative Map

The tentative map includes subdividing 10 parcels into 31 lots. Individual lots would be created for 25 existing homes east and southeast of the hospital campus generally located along Hillcrest, Gist and Krug Roads and Orchard Lane. The remaining lots would include the existing medical complex and buildings providing associated medical services and maintenance buildings, existing apartment buildings, and open space. Proposed lot sizes for the 25 existing homes range from approximately 8,417 square feet to 20,972 square feet. Proposed lot sizes for the remaining lots range from approximately 3.6 acres to 37 acres. No new lots will be created for future development.

Rezoning

The project area falls within two zoning districts. Properties west of Hillcrest Road, including the medical complex, apartment buildings and single-family homes are within the PD district. Properties east of Hillcrest Road generally consisting of single-family homes are within the RS:B-5 district. The request includes rezoning those properties owned by the hospital east of Hillcrest Road to PD, consistent with the hospital's other holdings and putting all residences owned by the hospital under the master development plan. There would still be several existing residential properties east of Hillcrest Road not owned by the hospital that would be zoned RS:B-5. Three lots in the RS:B-5 zone district would be included in the tentative map. The rest of the properties in the RS:B-5 district were created as part of Blackmon's Subdivision recorded in 1925.

Development Regulations

Through the Planned Development Use Permit the decision-maker can approve minimum parcel sizes, lot dimensions, building setbacks and other development regulations. The proposed lots have been plotted to be consistent with single-family residential standards, with a minimum lot size of 8,000 sq. ft., 20-foot front and rear yards and 6-9 side yards. However, there are lots that do not meet these minimums such as lots 15 & 16 located on the east side of Krug Road. There are also lots that may have substandard rear or front yards but that have compensating side yards. Conditions of approval are recommended that would approve the setbacks shown on the tentative map/development plan and would also allow building additions, replacements homes or accessory structures to be constructed provided they meet all the required setbacks of the RS zone district. A condition is also recommended that would allow additions to existing structures with substandard setbacks provided the substandard setback is not reduced any further.

Existing Residential Neighborhood

As noted above, the proposal includes a request to rezone the existing homes within the RS:B-5 district to PD.

Although the PD district allows a variety of housing types, such as row houses and townhomes, the proposal does not include a request to make any changes to the existing homes or increase densities of the properties currently zoned RS:B-5. Any future redevelopment of this area would require a new use permit and master plan in full compliance with County Code, including but not limited to setbacks, parking, and road improvements.

Open Space

The maximum area used for residential purposes within any PD zoned properties, and properties requested to be rezoned to PD in this case, is 50%. The total area within the PD zone is approximately 92 acres. The open space plan shows that at least 49 acres will be open space or approximately 53%. A condition is recommended requiring the Hospital or its successors maintain the open space areas.

Use Permit

In the PD district an application for a Use Permit as well as the rezoning request must be accompanied by a development plan. The plans submitted with the applications include multiple drawings that make up the development plan, including the tentative map, open space plan and parking plan.

The PD zone includes provisions requiring each structure to conform to the precise development plan which is part of an approved use permit. The PD zone also requires that revisions to development plans comply with the processing requirements for use permits. In practice, that would require approval of a use permit modification prior to the construction of any building addition or accessory structure for the existing homes within the PD district. The applicant requests that subsequent construction of residential building additions or accessory structures or the interior remodeling of buildings associated with the hospital/medical complex, with no change in use, be allowed without requiring a use permit modification. The construction of building additions, accessory structures or interior remodel of non-residential structures would still be subject to building permits as would any additions, remodels or new accessory structures to the existing homes in the surrounding area that are not in the PD district.

Flex Space

The applicant has requested that the use of 12 of the buildings associated with the medical complex be designated as "flex" space allowing the hospital to utilize these designated buildings for administrative, residential and uses accessory to the hospital such as medical clinics, storage and other support uses. The applicant has requested that uses within these 12 buildings could change without requiring a use permit or use permit modification. However, any change in use would require a building permit.

Exception to the Road and Street Standards

County standards require all subdivision improvements to comply with County Road and Street Standards, unless the decision-maker finds that the subdivision can meet required findings for grant of an exception to the standards. Typically, a tentative maps involve the subdivision of vacant land enabling additional development. As such, the County Road and Street Standards require new public (or private) roads to be constructed to a certain width and improved with curb, gutter and sidewalk (for non-agricultural subdivisions). This project includes a request for an exception to the standards given that that the street improvements have existed for decades and that the subdivision is establishing lot lines around existing residences. Public Works and the Fire Marshall have reviewed the request and recommend grant of an exception as they have conditioned (see attached Public Works memo). Some improvements to the roads will be made to improve access and safety, but Public Works supports waiving installation of curb, gutter and sidewalk in order to preserve the rural setting of the area.

Parking

The Zoning Ordinance requires two off-street parking spaces for each residence. The required parking spaces do not need to be covered. The Code further states that required parking spaces are not to be provided in the front yard setback. All but 3 of the 25 proposed lots include a minimum of 2 off-street parking spaces. The applicant is requesting that Lots 15, 22 and 24 use one parking space on Lots 16, 23 and 25, respectively. There are also 7 lots where either the garage or uncovered off-street parking space is within the front setback. As noted above, the Planning Commission can approve a modification to the development regulations if the Commission determines that the total development will be improved. In this case, all the parking spaces shown on the plans are existing and were generally developed prior to adoption of the Zoning Ordinance.

Zoning

The project is consistent with PD (Planned Development) zoning district regulations. As noted above, the Planning Commission can establish development regulations in the PD zone where the project will be improved by the modification.

Building Division Requirements

The Building Division recommends approval as conditioned. Please see their March 15, 2008 comments (attached).

Fire Department Requirements

The Fire Marshal's office recommends approval with standard conditions. Please see their July 31, 2009 memo (attached).

Department of Public Works Requirements

The Department of Public Works recommends approval as conditioned. Please see their May 16, 2008 memo (attached).

Department of Environmental Management Requirements

The Department of Environmental Management recommends approval as conditioned. Please see their July 31, 2009 memo (attached).

SUPPORTING DOCUMENTS

- A . Exhibit A - Findings
- B . Conditions of Approval
- C . Review Agency Comments
- D . Draft Zoning Ordinance Amendment
- E . Draft Negative Declaration
- F . Application Materials
- G . Graphics

Napa County Planning Commission: Approve

Reviewed By: John McDowell