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Agenda Date: 5/11/2010  
Agenda Placement: 9A  
Set Time: 9:10 AM PUBLIC HEARING  
Estimated Report Time: 30 Minutes

## NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

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**TO:** Board of Supervisors  
**FROM:** Gitelman, Hillary - Director  
Conservation, Development & Planning  
**REPORT BY:** Sean Trippi, Principal Planner - 299-1353  
**SUBJECT:** St. Helena Hospital Rezoning, Tentative Subdivision Map, and Use Permit

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### **RECOMMENDATION**

Director of Conservation, Development and Planning requests the following actions, as recommended by the Conservation, Development & Planning Commission regarding the possible approval of a tentative map to create parcels for 25 existing residences, rezoning of approximately 22 acres from Residential Single to Planned Development, and grant of use permit for a 92 acre site 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:

1. Adopt the Negative Declaration and Mitigation Monitoring and Reporting Plan, based on findings 1 through 6 of Exhibit "A";
2. Find the proposed Rezoning Ordinance consistent with the Napa County General Plan and Zoning regulations based on finding 7 of Exhibit "A";
3. Conduct a first and final reading and adopt an Ordinance rezoning certain parcels within the unincorporated are of the County from RS:B-5 (Residential Single: Building Site Combination -5 acre minimum lot size) to PD (Planned Development) zoning district (see Ordinance for a list of Assessor's Parcels);
4. Approve the St. Helena Hospital Tentative Map (P07-00855-TM), including granting an Exception to the Road and Street Standards and an Exception to the Subdivision Ordinance Improvement Standards based on findings 8 through 20 of Exhibit "A" and subject to the conditions of approval; and,
5. Approve the St. Helena Hospital Use Permit (P07-00856-UP) based on findings 21 through 26 of Exhibit A and subject to the conditions of approval.

**ENVIRONMENTAL DETERMINATION:** 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 lists of hazardous waste sites enumerated under Government Code Section 65962.5

**EXECUTIVE SUMMARY**

On January 20, 2010, the Conservation, Development, and Planning Commission conducted a public hearing on a proposal to subdivide and rezone property owned by the St. Helena Hospital located on the east side of Hillcrest Road generally adjacent to the eastern portion of the hospital's campus. The rezoning, which involves approximately 22 acres of the 92 acre project site, would enable the hospital to subdivide properties currently zoned RS:B-5 (Residential Single: 5 acre minimum lot size) by changing the zoning to PD (Planned Development), which is the current zoning of the remainder of the 92 acre project site. The proposed rezoning and use permit would also recognize existing nonconforming conditions such as setbacks and parking requirements thereby eliminating the need for a Certificate of Legal Nonconformity for any renovations or additions to existing residences currently zoned RS:B-5. The requested tentative map will create individual lots for the 25 existing homes owned by the hospital, as well as lots for the medical campus, existing apartments and open space. The use permit would also allow subsequent remodels, additions, and/or the construction of accessory structures related to the existing homes without being subject to a use permit process for each future improvement, and for 12 structures on the medical campus to be considered flex space. No new construction or development is included as part of this request.

Prior to and during the hearing, two neighboring property owners expressed concern related to the potential for non-residential land uses and multi-family housing being constructed adjacent to their homes. One of the two concerned neighbors submitted written comments at the Planning Commission hearing which are attached to this staff report. (Please note: the reference in the Donna Falk correspondence to County findings correspond to the findings in the memo to the Planning Commission dated January 20, 2010, also attached.) To address the neighbor concerns about potential future uses, the applicant offered to record a deed restriction that only single-family homes would be located on the lots adjacent to the two concerned owners' property. At the conclusion of the hearing, the Commission unanimously (5-0) recommended that the Board adopt the proposed Rezoning Ordinance and approve the Tentative Map and Use Permit contingent upon the deed restriction offered by the applicant, as well as conditions addressing wildlife corridor preservation, and limiting hospital campus flex space from encroaching on the existing neighborhood along Hillcrest, Gist and Krug Roads, and Orchard Lane.

**PROCEDURAL REQUIREMENTS**

1. Staff report
2. Open public hearing & receive public comments
3. Close public hearing
4. Motion, second, discussion, concerning adoption of the negative declaration
5. Clerk reads the ordinance title
6. Motion, second, discussion, and vote to waive the balance of the reading of the ordinance
7. Motion, second, discussion, and vote concerning adoption of the ordinance
8. Motion, second, discussion, and vote concerning approval the St. Helena Hospital Tentative Map
9. Motion, second, discussion, and vote concerning approval the St. Helena Hospital Use Permit

**FISCAL IMPACT**

Is there a Fiscal Impact?                      No

**ENVIRONMENTAL IMPACT**

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 lists of hazardous waste sites enumerated under Government Code Section 65962.5

## **BACKGROUND AND DISCUSSION**

### **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 Planned Development (PD) zoning district. Properties east of Hillcrest Road generally consisting of single-family homes are within the Residential Single (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 remain in the RS:B-5 zoning district.

Although the PD district allows a variety of housing types, attached or detached, and non-residential uses, 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. Nor does the request include the conversion of any existing residence to non-residential uses along Hillcrest, Gist and Krug Roads and Orchard Lane. Any future redevelopment of this area would require a new use permit and master plan incorporating required setbacks, parking, and road improvements.

### **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, buildings providing associated medical services, 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.

County standards require all subdivision improvements to comply with County Road and Street Standards and the Subdivision Ordinance Improvement Standards, unless the decision-maker finds that the subdivision can meet required findings for grant of an exception to the the two sets of standards. Typically, a tentative map involves the subdivision of vacant land enabling new development. As such, the County Road and Street Standards and Subdivision Ordinance Improvement 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.

### **Use Permit**

In the PD district, an application for a Use Permit and/or rezoning request must be accompanied by a development plan. The plans submitted with the current applications consist of 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.

Through the use permit process, County decision-makers can approve minimum parcel sizes, lot dimensions, building setbacks and other development standards. 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, replacement homes or accessory structures to be constructed provided they meet all the required setbacks of the RS zoning 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.

### **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. The existing single-family homes located along Hillcrest, Gist and Krug Roads and Orchard Lane are not included or intended to be designated as flex space.

### **Parking**

The Zoning Ordinance requires two off-street parking spaces for each residence, covered or uncovered. 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 decision-maker can approve a modification to the development regulations if they determine 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.

### **Open Space**

The maximum area used for residential purposes within any PD zoned properties is 50%. The total area within the (existing plus proposed) 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.

## **SUPPORTING DOCUMENTS**

- A . Exhibit A - Findings
- B . Rezoning Ordinance
- C . Rezoning Ordinance Map (Exhibit A)
- D . Conditions of Approval

- E . Review Agency Comments
- F . Draft Negative Declaration
- G . January 20, 2010 Planning Commission Staff Report
- H . January 20, 2010 Planning Commission Memorandum
- I . January 20, 2010 Planning Commission Correspondence
- J . Application Materials
- K . Presentation Graphics

CEO Recommendation: Approve

Reviewed By: Helene Franchi