

CITY OF NAPA CITY COUNCIL  
**AGENDA REPORT**

CONSENT HEARING  
AGENDA ITEM 16.A.  
Date: May 19, 2015

To: Honorable Mayor and Members of City Council  
From: Rick Tooker, Community Development Director  
Prepared by: Michael Allen, Associate Planner  
Subject: Tentative Map, Use Permit and Design Review Permit for an eleven lot subdivision located at 3095 Laurel Street.

**ISSUE STATEMENT:**

Consideration of a resolutions (1) approving a Tentative Subdivision Map, Use Permit and Design Review Permit; and (2) adopting a Mitigated Negative Declaration pursuant to CEQA Guidelines Section 15162.

**DISCUSSION:**

PROJECT DESCRIPTION

The Applicant requests approval to subdivide a 5.22 acre property located at 3095 Laurel Street into eleven single family residential lots. Two of the eleven lots will be used to preserve the existing residences. New homes will be constructed on each of the nine remaining lots. Lot sizes range from 7,234 to 124,322 square feet. The new homes will range in size from 2,149 to 2,579 square feet. Three house plans are proposed, each with two different architectural styles.

Requested project approvals include: 1) a Tentative Subdivision Map to subdivide the property into eleven single family lots; 2) a Design Review permit for the proposed tentative subdivision map and house plans; and 3) a Use Permit for increased density on a hillside lot and authorizing the flag lot development standards for Lots 9 and 10.

PROJECT CONTEXT

The 5.22-acre subject property is located on the west side of Laurel Street and is characterized by flat to gently sloping areas adjacent to Laurel Street that become steeper on the western side of the property backing up to Westwood Hills Park. The site has an elevation of approximately 80 feet at its eastern end that increases to 230 feet at the western end of the property. The property is currently developed with two residences, a barn, and several outbuildings. The lower portion of the development site consists of 2.2 acres of grassy field and scattered trees, while the western 3 acres are significantly steep sloping terrain consisting of grass covered slopes with a higher density of trees. Mature oak trees are located along the moderately steep to steeply

sloped areas of the property. Two existing homes will remain on Lots 10 and 11 as shown on the tentative map.

The project site is bordered by Westwood Hills Park to the west and single family homes to the east and north. A nine lot subdivision has been approved on the property immediately south of the project site (Riordan) but has not yet been constructed.

## GENERAL PLAN

The property is located within the SFR-117, Single Family Residential General Plan Designation, which provides for detached single family homes at a density between 0 to 4 units per acre. However, the site is within the Hillside Overlay (:HS) District which contains its own density limits that supersede the General Plan density (see Hillside Overlay/Use Permit discussion below). As the project site contains areas of significant slopes, a slope analysis was required and is included with the Tentative Map. The slope analysis determined that the permissible density range for the project site should be 0 – 11 units. The eleven proposed lots would result in a per acre density of 2.25 units, which is within the range permitted by the General Plan.

Housing Element Policy H1.1 encourages the efficient use of land and Policy H1.4 encourages approval of well-designed projects in the mid- to high-range of the General Plan density. As submitted, the proposed eleven lot subdivision has been designed to achieve a density that is within this range on an underutilized parcel of land, consistent with Policies H1.1 and H1.4. Additionally, Land Use Element Policy LU-4.5 encourages projects to be compatible with the surrounding neighborhood. As submitted, the proposed single-family use and the configuration of the lots and homes are compatible with existing residences in the area consistent with this policy.

## ZONING

The subject property has split zoning designations of RS-40 and RS-7. Both designations allow for single family residential development, with the only difference being minimum lot sizes. RS-40 contains a 40,000 square foot lot minimum, while RS-7 allows for 7,000 square foot lot minimums. The proposed development is contained entirely within the portion of the property zoned RS-7. The entire property is also within the Hillside Overlay District, although the portion of the property on which development is being proposed contains a gentle slope that is less than 15%. The Hillside Overlay District allows one dwelling per existing parcel by right, and provides for additional density through Use Permit approval (see Hillside Overlay District/Use Permit discussion below). Table 1 in the attached Planning Commission Staff Report (Attachment 3) summarizes the projects' consistency with the RS-7 development standards.

## FLAG LOT DEVELOPMENT

Proposed Lots 9 and 10 will utilize flag lot development standards consistent with the provisions of Section 17.52.190 (Flag Lots) of the Zoning Ordinance. Lot 9 will have a driveway from the public street to provide access to the garage entrance. Lot 10 will retain the driveway to the existing residence. The proposed lot configuration,

dimensions and building envelope for the flag lots are consistent with the City's development standards. Flag lots are also required to provide one more parking space on-site that would normally be required to replace the lack of an on-street space. The design of the proposed flag lots and location of the proposed homes provide for one guest parking space on each lot.

## HILLSIDE OVERLAY DISTRICT/USE PERMIT

The Hillside Overlay (HS) District sets forth special regulations for development on hillside lots, including additional limitations on density based upon slope, alternative development standards, and the Hillside Development Guidelines. The HS District designation applies to hillside areas having a slope of 15% or greater. Although the 2.2 acre portion of the property proposed to be developed is less than 15% slope, it was included in the HS Overlay District boundary because it is part of a larger property that has slopes exceeding 15%. Therefore, the Hillside Development regulations are applicable.

**Density:** The HS District allows one dwelling per existing parcel, and provides for additional density through Use Permit approval. The factors for evaluating the increased density include most of the criteria in the Hillside Development Guidelines, which are addressed below. Additionally, density is restricted based upon the slope of the property. Portions of the property having a slope of less than 15% are assigned the General Plan density (0 - 4 units per acre), portions having a slope of 15 to 30% are assigned a density of one unit per acre, and portions having a slope greater than 30% are unsuitable for development and are assigned a density of zero. Based upon this criterion, the property has a density range of 0 - 11 total units. Details of the slope analysis can be found on Sheet 5 of the tentative subdivision map (see Attachment 3). As submitted, the proposed density is 2.25 units per acre and there will be 11 homes on the property if approved.

**Alternative Development Standards:** In order to minimize the impacts of hillside development, the HS District regulations have Alternative Development Standards which allow reduced setbacks and yards, and which establish a 24-foot maximum building height from existing natural grade, which may be exceeded if one or more if certain findings can be made. The two-story models both exceed the 24 foot maximum by 4 and 5 feet (both remain below the RS-7 district maximum of 30 feet). See the findings discussion in the attached Planning Commission staff report (Attachment 3).

## DESIGN REVIEW

### Subdivision

The Heun Subdivision consists of eleven single family residential lots that will have access from a cul-de-sac which will be constructed in the central portion of the property. The subdivision has been designed so that all of the lots have the required 20 feet rear yard oriented to the perimeter of the site to avoid potential impacts to the neighboring properties.

The proposed development is consistent with the design standards of the Subdivision Ordinance. The general design of the subdivision is the most appropriate given the

existing street access and shape of the property and is consistent with the established neighborhood pattern.

## House Plans

Chapter 17.52.050 of the Zoning Ordinance requires the submittal of house designs in conjunction with design review of the subdivision. Consistent with this requirement the Applicant has submitted three house plan types each with two architectural styles. The three different plan types are described below:

Plan 1: 1 story, 3 bedroom, 1 den, 2 bath, 2,149 square feet, 2 car garage

Plan 2: 1 story, 4 bedroom, 1 den, 2.5 bath, 2,375 square feet, 3 car garage (1 in tandem)

Plan 3: 2 stories, 4 bedroom, 1 den, 1 loft, 3 ½ bath, 2,595 square feet, 3 car garage (1 in tandem)

The three house plans have been evaluated against the Residential Design Guidelines and conditions of approval have been included in the draft resolution to satisfy the policies and goals of the guidelines for subdivision homes.

One of the basic purposes of the Residential Design Guidelines is to provide direction for infill housing that fits with and strengthens existing neighborhoods. The Guidelines address the design principles for single family homes under the categories of (1) Site Planning, (2) Massing, Transitions and Architectural Design, and (3) Materials and Color. The proposed lotting pattern and orientation reflect existing neighborhood conditions and are consistent with the criteria outlined in the Residential Design Guidelines. The proposed architecture is also consistent with the criteria outlined in the Guidelines. A mix of coherent forms, details, and materials are proposed to create a variety of homes which complement the neighborhood. The proposed one- and two-story homes are consistent with the principles of the Guidelines by using a smaller second-story than the first story. A more detailed discussion on conformance with the City's Residential Design Guidelines is provided in the Planning Commission Staff Report dated April 16, 2015 (Attachment 3).

## NEIGHBORHOOD MEETING

The Applicant held a neighborhood meeting on April 7, 2015 to introduce the project to residents and to solicit comments and concerns. The applicant indicated they sent notification to property owners within a 500 feet radius of the project site. Three neighboring home owners attended the meeting, all of whom were supportive of the project. They indicated they were happy the development was occurring particularly because the project would provide a sidewalk along Laurel Street.

## PLANNING COMMISSION MEETING

The Planning Commission reviewed the eleven lot subdivision on April 16, 2015. At that meeting, Staff presented the details of the project and recommended approval based on

the projects' compliance with the General Plan and Zoning Ordinance, and the project's consistent development pattern with the existing neighborhood. Several neighboring residents spoke on the application and were generally supportive of the project. Public comments included satisfaction that a sidewalk was being installed on Laurel Street from the project site to Laurel Hills Park, concern for existing traffic speeding along Laurel Street, and new subdivision homes adjacent to Laurel Street being compatible with existing homes across the street. Staff explained that the interest in traffic calming measures will be forwarded to the Public Works Department. The Planning Commission accepted the Applicant's willingness to swap house plans for homes fronting on Laurel Street for one of the elevations that is more consistent with existing homes. They were also receptive to the Applicant's desire to possibly include additional dormers on the roofs of some of the models.

At the conclusion of the hearing the Planning Commission voted 4-0-1 (Huether absent) to recommend approval of the application.

**FINANCIAL IMPACTS:**

No direct financial impacts to the City have been identified with this application.

**CEQA:**

City staff recommends that the City Council determine that there is no substantial evidence, in light of the whole record before the City Council, that the Recommended Action, as analyzed in the Initial Study prepared for the Heun Subdivision PL14-0116 dated March 25, 2015, will have a significant effect on the environment; and that the City Council adopt a Mitigated Negative Declaration pursuant to CEQA Guidelines Section 15074.

**DOCUMENTS ATTACHED:**

1. Attachment 1: Resolution adopting a Mitigated Negative Declaration.
2. Attachment 2: Resolution approving a Use Permit, Tentative Subdivision Map and Design Review Permit for the Heun Subdivision.
3. Attachment 3: Planning Commission staff report, initial study, project plans, and meeting minutes.

**NOTIFICATION:**

Mailing by US Postal Service was provided on May 8, 2015 to all property owners within a 500-foot radius of the subject property; legal notices of public hearing were published in the Napa Valley Register on May 8, 2015.

**RECOMMENDED ACTION:**

Staff recommends that the City Council move, second and approve each of the actions set forth below, in the form of the following motion. Move to:

1) Adopt a resolution adopting a Mitigated Negative Declaration for the Heun Subdivision.

2) Adopt a resolution approving a Use Permit for increased density in the Hillside Overlay District and to authorize the use of flag lot development standards; a Tentative Subdivision Map to subdivide the 5.22 acre site into eleven single-family lots and a Design Review Permit for the subdivision map and house plans at 3095 Laurel Street.