



Community Development Department – Planning Division
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ATTACHMENT 3

**PLANNING COMMISSION STAFF REPORT
APRIL 6, 2023**

AGENDA ITEM 7.A File No. PL22-0080 – **DEVLIN BED & BREAKFAST**

I. GENERAL INFORMATION

PROJECT SUMMARY: Request for a Use Permit to convert a three-bedroom historic house into a bed and breakfast inn with two guest rooms and one manager’s quarters.

LOCATION OF PROPERTY: 962 Jackson Street
APN 003-051-016

GENERAL PLAN: Medium Density Residential

ZONING: Single Family Infill (RI-5)

APPLICANT/ PROPERTY OWNER: Robert Devlin
1775 Pine Street
Napa, CA 94559
Phone: (415) 481-1095

STAFF PLANNER: Michael Allen, Senior Planner
Phone: (707) 257-9530

ATTACHMENTS: ATCH 1 – Draft Resolution
ATCH 2 – Project Plans

II. RECOMMENDATION

Staff recommends that the Planning Commission adopt a resolution (**Attachment 1**) denying a Use Permit for a bed and breakfast inn with two guest rooms and one manager’s quarters at 962 Jackson Street as shown below in **Figure 1, Location Map**, and determining the project is exempt from the requirements of the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15061(b)(4).

III. EXECUTIVE SUMMARY

On July 9, 2021, the Applicant, Robert Devlin, submitted an application for a Use Permit to convert a single-family residence at 962 Jackson Street into a bed and breakfast inn with two (2) guest rooms and one (1) manager’s suite.

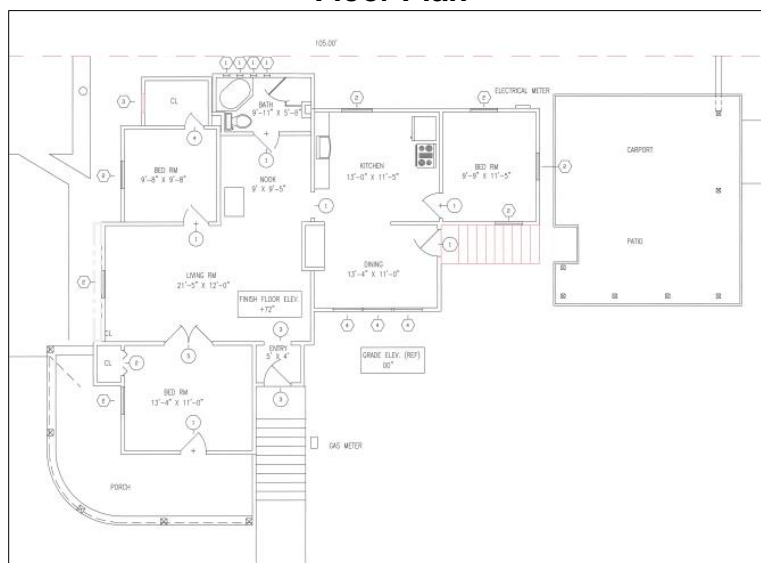
FIGURE 2
962 Jackson Street



V. PROJECT DESCRIPTION

As mentioned above, the Applicant requests conversion of an existing single-family residence to a bed and breakfast with two rooms and a manager suite, as shown in **Figure 3**. One of the three required parking spaces would be on-site. The application requests the remainder of the parking requirement be met with on-street parking. On-street parking immediately adjacent to the corner parcel could accommodate three cars. No exterior alterations are proposed to the structure; therefore, Cultural Heritage Commission review would not be required. Although the property owner does not currently reside on site, the application indicates that a manager would be hired to live on site and manage the two-room bed and breakfast. A more complete description is provided in **Attachment 2**.

FIGURE 3
Floor Plan



VI. ANALYSIS

A. General Plan

The property is located within the Medium Density Residential General Plan Designation of the Napa 2040 General Plan (General Plan), which provides for densities ranging between 8 to 18 units per gross acre.

The site is also located within the “Central Neighborhood”, one of the twelve neighborhoods recognized in the General Plan. Housing types would typically encompass single-family detached and attached uses. Limited non-residential uses such as bed-and-breakfast inns and public and quasi-public uses of an administrative, educational, recreational, religious, cultural, communications, or public service nature may be allowed.

Although a bed and breakfast use is allowed with approval of a use permit, the proposed project would not generally align with the goals of the General Plan because it would not assist in the preservation and adaptive reuse of a historic resource since the home was previously renovated and due to its small size, (1,200 square feet, three bedrooms) is not in need of adaptive reuse. For these reasons, the proposed use would not be consistent with the following General Plan Goals and policies:

- **Goal LUCD-8:** Support the preservation and enhancement of the City’s existing housing stock to be utilized as primary residences and homes.
- **Policy LUCD-8-1:** Continue implementation of existing Ordinances to limit conversion of residential units to short-term rentals through regulation and permit requirements.
- **Goal HCR-1:** Preserve and enhance Napa’s historic resources. Encourage rehabilitation and adaptive reuse, as well as sensitive, context-compatible infill design.

Further, unlike the typical historic Victorian, which due to its larger floor plan with numerous bedrooms, formal dining room, drawing room and other ancillary rooms, is larger than a modern day single family may need and would be costly to maintain, the size of the subject home is typical, and in fact ideal, for its continued use as a single-family residence. This notion is emphasized in the Central Neighborhood “mission statement” which identifies, “several larger, stately homes have been converted to bed and breakfast inns.” The home at 962 Jackson Street would not be considered large or “stately” due to its relatively small size at approximately 1,200 square feet.

Repurposing the home at 962 Jackson into a bed & breakfast allows for short term rentals which does not further the preservation of the City’s housing stock. Also, the home does not appear to be in need of rehabilitation or adaptive reuse. It has already been renovated and is an ideal size home for an individual, couple, or small family. Therefore, conversion to a bed and breakfast use would not result in rehabilitation or adaptive reuse of the historic resource unlike a large Victorian home which is typically larger than the conventional family’s needs and is often a financial burden to maintain.

B. Zoning

The property is located within the Single-Family Infill (RI-5) Zoning District. This district provides for detached and attached single-family homes, accessory dwelling units, clustered and planned developments, duplexes, triplexes, manufactured housing, group residential, live-work housing and similar compatible uses such as day care and larger residential care facilities. Bed and breakfast inns may also be allowed with approval of a use permit.

C. Use Permit

Pursuant to NMC Section 17.52.060, bed and breakfast inns require the approval of a Use Permit. Use Permits are required for land uses that may be suitable only in specific locations or require special consideration in their design, operation, or layout to ensure compatibility with surrounding uses. To approve a Use Permit, the Planning Commission is required to make the findings prescribed in NMC Section 17.60.070, along with the findings of NMC Section 17.52.060(D) specific to bed and breakfast inns. Those findings are shown below under the “Findings” section, along with Staff’s analysis of each finding.

D. Bed and Breakfast Inn Purpose and Standards

Pursuant to NMC Sections 17.52.060(A) and (C), there are specific purposes and standards applicable to bed and breakfast inn uses, as it relates to operations of such use. However, Staff finds the project cannot be found to be consistent with the purposes and standards of the Bed and Breakfast Inn use, as proposed. Staff’s analysis is provided below.

Bed and Breakfast Inn Purpose (NMC 17.52.060(A))

The specific purposes listed in NMC 17.52.060(A) include the following:

1. To assist in preservation and adaptive reuse of city historic resources.
2. To serve visitors to the Napa Valley.
3. To assure compatibility with residential neighborhood surroundings.
4. To mitigate impacts on local rental housing stock, to the extent permitted by state law.

As previously discussed in the General Plan analysis (Section VI.A) the subject home that would be converted to a bed and breakfast is not in need of assistance for preservation nor is it of a size and configuration that renders it economically infeasible to be rehabilitated if needed or to remain used as a single-family residence. Also, the conversion from a single-family home to a bed and breakfast effectively eliminates one more home from the City’s housing stock. Therefore, the project would not meet two of the specific purposes.

Bed and Breakfast Inn Standards (NMC Section 17.52.060(C))

- 1. On-Site Owner/Manager.** The building must be the primary residence of the owner or manager of the bed and breakfast use.

The project description states that the property owner does not currently reside on the property, and that a manager would be hired who would live on site and manage the two-room bed and breakfast. However, it doesn't seem economically feasible to hire a live in manager simply to manage two guest rooms.

- 2. Location and Size.** Principal and accessory buildings may be used for bed and breakfast guest rooms. The majority of the guest rooms shall be in the principal building. Additions to either the principal building or accessory buildings shall be visually subordinate to the principal building. New accessory buildings are not encouraged but may be acceptable if the Applicant provides evidence and the city finds that there is no economically feasible way to restore the principal building without new accessory buildings.

All guest rooms would be in the principal building. No additions are proposed.

- 3. Meals.** There shall be only one meal, breakfast, served daily and limited to guests and owner/manager of the bed and breakfast inn.

The application indicates light breakfast of pastries, coffee and juice would be offered.

- 4. Parking.** One parking space shall be provided for the owner/manager's unit and each guest room. On-site parking shall be designed and located to not detract from the residential and historic character of the site's buildings and grounds. Credit may be given in limited instances for on-street parking fronting the structure where a survey documents such parking is available and does not affect adjacent residential uses.

*The two guest rooms and the manager's room require three (3) parking spaces. One parking space will be on-site, and three will be on-street parking spaces immediately adjacent to the property. NMC Section 17.52.060.C.4 allows for credit to be given for on-street parking fronting the structure. The Applicant provided an informal study of on-street parking availability proximate to the proposed B&B (see **Attachment 2**). The Applicant provided pictures from various times of the day on 13 separate days which indicate that at any given time the majority of on-street parking spaces along the corner property's two frontages were available for guest parking.*

- 5. Signs.** Signs shall be limited to two square feet attached directly to the residential building or structure unless a sign permit is obtained.

No signage is included with this application. Signage is subject to an Administrative Sign Plan Check to ensure that it meets the requirements of the Sign Ordinance.

- 6. Number of Guest Rooms.** The number of guest rooms permitted will be determined based on the size of the existing building, grounds and site; the

relationship of the site to the character, size and scale of surrounding neighborhood buildings; and visitor access and parking. In general, the number of guest rooms should not exceed 10.

The number of guest rooms would not exceed 10, as proposed.

- 7. Concentration of Inns. When a new bed and breakfast inn is proposed within 300 feet of another, the decision-making body shall additionally find that the new inn doesn't harm the character and livability of adjacent residential properties.**

There are no bed and breakfast inns located within 300 feet of the project.

- 8. Design. Rehabilitation Guidelines for Historic Properties contained in the Design Guidelines for the Napa Abajo/Fuller Park Historic District shall be utilized for bed and breakfast inn exterior remodels and additions.**

The conversion of the building to a bed and breakfast inn does not require any exterior changes.

VII. ENVIRONMENTAL REVIEW

Staff recommends that the Planning Commission determine that the project is exempt from the requirements of the California Environmental Quality Act (CEQA) in accordance with Section 15061(b)(4) which exempts projects that are disapproved.

VIII. REQUIRED FINDINGS

The following section provides the findings for both a use permit and the findings specific for bed and breakfast inn uses, as required by NMC Sections 17.060.070 and 17.52.060(D).

A. Use Permit

The Planning Commission's consideration of this project is subject to the required findings in NMC Section 17.60.070 relating to Use Permits. These findings are provided below and relate to consistency of the project with the General Plan, Zoning Ordinance, and applicable Guidelines.

Staff has determined that the Project would not comply with these findings and has therefore recommended denial of the proposed use permit, as provided in **Attachment 1**.

- 1. The proposed use in accord with the General Plan, applicable specific plans, the objectives of the zoning ordinance and the purposes of the district and overlay district in which the site is located.**

The proposed conversion of the single-family home into a bed and breakfast would not be in accord with the General Plan, or Zoning Ordinance as the conversion would not further the stated purpose of the Bed and Breakfast Inns Ordinance (NMC Section 17.52.060) to assist in the preservation and adaptive reuse of City historic resources

because the home has already been renovated and due to its small size, is not in need of adaptive reuse. The 1,200 square foot, three-bedroom home is an ideal sized home for continued use as a single-family residence.

- 2. The proposed use, together with the conditions applicable thereto, will not be detrimental to the public health, safety, or welfare, or materially injurious to properties or improvements in the vicinity, or to the general welfare of the city.**

The proposed use would be detrimental to the welfare of properties in the vicinity as the Project's use for transient occupancies could pose negative impacts to the residential neighborhood due to typical transient activities.

- 3. The proposed use complies with each of the applicable provisions of the zoning ordinance.**

The Project would not comply with the provisions of NMC Chapter 17.54 (Parking), NMC Section 17.52.070 (Bed and Breakfast Inns) and NMC Chapter 17.60 (Use Permits) because the Project does not further the purpose of the Bed and Breakfast Inn Ordinance for the preservation and adaptive reuse of a historic resource since the subject property has already been restored and is well suited for continued residential use.

- 4. The proposed use complies with any other applicable findings required under other chapters of this title for the specific use.**

The proposed conversion to a bed and breakfast would be detrimental to the character of the neighborhood and surrounding land uses as it would increase the visitor traffic within the residential neighborhood.

B. Bed and Breakfast Inns

In addition to use permit findings prescribed under NMC Section 17.60.070, analyzed above, the Planning Commission's consideration of this project is also subject to the required findings in NMC Section 17.52.060(D) relating to bed and breakfast inn uses. These findings are provided below and relate to consistency of the project with the General Plan, Zoning Ordinance, and applicable Guidelines.

- 1. The establishment of the bed and breakfast inn is consistent with General Plan policies regarding historic preservation regarding the loss of rental units in the housing stock.**

See discussion under Staff Report Section VIII.A. 1.

- 2. The bed and breakfast inn use will not be detrimental to the historic or architectural character of the existing building(s).**

See discussion under Staff Report Section VIII.A. 1 and VIII.A.3.

- 3. The bed and breakfast use is compatible with and will not be detrimental to the character of the neighborhood and surrounding land uses.**

See discussion under Staff Report Section VIII.A.2.

IX. PUBLIC NOTICE

Notice that this application was received was provided by the City on August 9, 2022, and notice of the scheduled public hearing was provided on March 22, 2023, by US Postal Service to all property owners within a 500-foot radius of the subject property. Notice of the public hearing was also published in the Napa Valley Register on March 28, 2023, and provided to people previously requesting notice on the matter at the same time notice was provided to the newspaper for publication.

X. PUBLIC COMMENT

As of this writing, no public comments have been received.

XI. ALTERNATIVES TO RECOMMENDATION

1. Continue Consideration to Future Date. Continue the application with direction for modifications and allow the Applicant an opportunity to prepare a revised application.
2. Approve the Request. Direct Staff to return to the Planning Commission with a resolution documenting findings from the record of the hearing to support approval of the proposed project.

St. John's

HISTORIC RESOURCES INVENTORY NAPA, CALIFORNIA

962 Jackson Street

P1/P2c. Resource Identifier/Address 2a. County: Napa
P2b. USGS 7.5' Quad: Napa, Calif., 1951, photorevised 1980
P2d. Other Locational Data: APN — 3 05 1 16

P3a. Description:

Architectural Style: No Style

Appearance: This single-story house has a double-hipped roof, horizontal board siding and a raised basement. A prominent flat-roofed addition extends from the northeast corner of the building. Windows are mostly two-over-two. A nearly flat-roofed porch with square-sectioned pillars stretches across most of the front of the main building and curves around to the left (west). To the right of the porch a brick stairway fronts a canopied front door. The porch and the front of the addition are supported on stilts. A carport with a low concrete block wall faces Adrian Street. A large lot, corner location, and low brick retaining wall are other features of the property. The property's boundary is its current parcel. Related feature: None

Analysis: This house, which probably began life as a Queen Anne cottage, has been changed so often that its appearance is now more funky than historic. The major alterations took place over fifty years ago, however, so the structure now exemplifies past modifications made to increase residential density.

P3b. Resource Attributes: HP2—House

P4. Resources Present: Building



P6. Date Constructed:
1880 Estimated

P7. Owner and Address:
Lonergan Mildred M Tr
962 Jackson
Napa CA 94559-1317

P8. Recorded by:
Donald S. Napoli
Napa City Planning Dept.
P. O. Box 660
Napa, CA 94559-0660

P9. Date Recorded: 8/31/95

P10. Type of Survey:
Reconnaissance

P11. Report Citation: City of Napa. Planning Department. "St. John's Historic Resources Inventory," 31 August 1995.

Attachments: None