



Staff Reports

File #: 1308-2018, **Version:** 1

To: Honorable Mayor and Members of City Council
From: Rick Tooker, Community Development Director
Prepared By: Michael Walker, Senior Planner

TITLE:
Cinedome Master Plan

RECOMMENDED ACTION:
Receive a report and provide Staff direction on the draft Cinedome Master Plan.

DISCUSSION:

PROJECT DESCRIPTION

Adopted in 2012, the Downtown Specific Plan recognizes three geographic areas with strategic locations and an existing mix and intensity of land uses that offer varying development opportunities. The specific areas are identified as the Town Center Focus Area, Copia Focus Area, and the Cinedome Focus Area.

The Cinedome Focus Area is comprised of 5.4 acres located east of Main Street, south of Clinton Street, west of Soscol Avenue and north of Oxbow Commons Park. The Focus Area includes the former location of the CineDome movie theater, City-owned properties adjacent to Oxbow Commons (currently surface parking lots - Lot X and Lot X-West), and the Napa Sanitation District (NSD) property currently occupied by a now-defunct pump station, playground, and skate park.

The Downtown Specific Plan outlined ten specific objectives for the Cinedome Focus Area to guide future redevelopment of the properties:

- Promote mixed-use, office, and residential uses;
- Improve bicycle and pedestrian connections in relation to Oxbow Commons;
- Encourage development to provide access and visual connections to Oxbow Commons and the Downtown Core;
- Promote mixed-use development and a plaza facing Oxbow Commons;
- Ensure building massing allows passage or circulation to destinations and public spaces;
- Encourage pedestrian and bicycle promenades and seating areas along Oxbow Commons;
- Integrate structured public parking;
- Minimize impact of development on the NSD property on neighboring residential uses;
- Respect adjacent historic buildings; and
- Enhance vitality and activity adjacent to Napa River, Napa Creek, and Oxbow Commons

The purpose of the proposed Cinedome Master Plan is to guide new development in a manner that builds upon the goals and objectives of the Downtown Specific Plan. To achieve this, the Master Plan provides a framework of guidelines that:

- Shape the physical form and scale of future development that is compatible with the scale and character of the surrounding context;
- Promote streetscape and open space improvements that enhance and extend the existing network of pedestrian-friendly sidewalks, promenades, and plazas;
- Encourage active ground-floor uses where appropriate and upper level uses that contribute to the vitality of the downtown;
- Provide for structured public parking; and
- Promote preservation of historic or locally significant structures that contribute to the character of the downtown.

The primary goal of the Master Plan is to maintain and enhance Napa's pedestrian downtown core, and the Main Street corridor in particular, as a lively and walkable pedestrian district. This goal is consistent with those expressed in the Downtown Specific Plan, which designates the Focus Area as connected to both the downtown and Oxbow Commons. The Master Plan also contains specific goals and objectives related to Land Use, Circulation, and Design & Massing of future development.

The Master Plan does not supplant regulations outlined in the Downtown Specific Plan or the Zoning Ordinance, but instead seeks to clarify and expound on the aspirational qualities contained in the Downtown Specific Plan through the provision of a more precise vision for future development. The recommendations outlined in this Master Plan do not require amendments to the Napa Municipal Code or the Downtown Specific Plan.

PROJECT CONTEXT

The Cinedome Focus Area is comprised of eight parcels, partially or in whole, along with public rights-of-way located generally along Pearl Street west of Soscol Avenue. The Focus Area is divided into two main development areas - the NSD Parcel, bound by Pearl Street to the south, West Street to the west, Clinton Street to the north, and Yajome Street to the east; and the "South of Pearl" aggregation containing several individual parcels and public rights-of-way.

As noted in Section I of this Report, the property is comprised of multiple properties under multiple owners including the City of Napa, Napa Sanitation District, and SyWest Development. Based on the current parcel configuration, multiple property owners, and physical constraints on the property, the Master Plan has assembled parcels into four separate "Opportunity Sites" as follows:

Opportunity Site #1: 1.23-acre site owned by the Napa Sanitation District (NSD Parcel)

Townhome development opportunity. A mix of two- and three-story townhomes is envisioned for this area. Three-story townhomes would be limited to the southern portion of the block facing Pearl Street. The northern portion of the block would be limited to two-stories in height, respectful of the existing residential neighborhood north of Clinton Street.

Opportunity Site #2: 1.2-acre site owned by the City of Napa bounded by Pearl Street to the north,

the historic Kyser-Lui Block to the west, Napa Creek to the south, and encompassing the West Street right-of-way on the east.

Parking structure development with a traditional “park-on” ramp style public parking garage or a mechanized parking structure is proposed on this site. Limited retail uses may line the ground floor of the parking structure along the Pearl Street and Plaza frontages to activate the pedestrian experience.

Opportunity Site #3: A 0.7-acre site owned by SyWest Development bounded by Pearl Street to the north, the West Street right-of-way (on a portion of Opportunity Site #2) to the west, City-owned property (Opportunity Site #4) to the south, and the Yajome Street right-of-way to the east.

The Master Plan recommends vertical Mixed-Use Development on this site. Residential uses, as envisioned in the Downtown Specific Plan, are encouraged with the potential for some office uses. The underlying zoning provides for a variety of additional uses which may be allowed, including hotels and retail. The Master Plan does not preclude these uses, but identifies preferred uses such as residential, office, and parking.

Opportunity Site #4: The balance of the land south of Pearl Street and north of Oxbow Commons. The site is 2.03 acres consisting of five City-owned parcels and including rights-of-way for West Street and Yajome Street.

The Master Plan envisions three distinct development types for this site, focused on the pedestrian experience of a promenade overlooking Oxbow Commons.

Site 4.1 Encompasses the Plaza area overlooking Oxbow Commons. A small café/restaurant use within the Plaza, limited to one-story in height is recommended. The building shall have a significant architectural presence and be designed to provide an indoor-outdoor flow between the building and the plaza.

Site 4.2 Recommended for a mixed-use development with limited ground-floor retail along the pedestrian promenade and residential uses above.

Site 4.3 Development opportunity would be limited to a one-story commercial service use adjacent to Soscol Avenue or this site may also serve as an open space gateway, connecting bicycle and pedestrian traffic from the Soscol Avenue portion of the Vine Trail into the Master Plan area.

PROJECT BACKGROUND

Prior to the Master Planning process, City Staff began meeting with property owners within the Study Area in 2015. Meetings between the City, SyWest Development, and the Napa Sanitation District included a conceptual planning process envisioning the Scope of Work and schedule for the project. Given the importance of the site and the fact that the City owns a significant portion of the property in the Focus Area, and because NSD and SyWest were not prepared to directly participate in preparation and cost-sharing of the plan, the Council directed that the City take the lead on the master planning effort to ensure thoughtful communitywide planning that is responsive to the Downtown Specific Plan goals and provide stakeholder and community outreach. Through a Request for Proposals (RFP) process, Staff solicited early feedback such as working with SyWest

Development to evaluate seven proposals from qualified architecture and planning firms.

FME Architecture + Design was selected in the fall of 2016 as the consultant to lead the Master Plan process along with City Staff (it should be noted that FME Architecture + Design rebranded as FORGE during the master planning process). Preparation of the Master Plan began with an identification of the community's objectives for the Study Area and opportunities and challenges facing the area. The Consultant prepared alternative development scenarios as well as urban design recommendations which were reviewed by SyWest Development and NSD (Tier 1 Stakeholders) and adjacent property owners (Tier 2 Stakeholders). Community outreach included a public workshop and charrette in July 2017. The Consultant and City Staff worked together to refine the development concepts in response to comments from Stakeholders and the public. The Master Plan provides illustrations of potential development scenarios as well as an implementation strategy to meet the goals and objectives of the Downtown Specific Plan.

GENERAL PLAN, DOWNTOWN SPECIFIC PLAN, AND ZONING

The property is located within the DMU, Downtown Mixed Use General Plan Designation, Downtown Specific Plan (DTSP) Land Use District, and Zoning District, which applies to the northeastern portions of Downtown generally east of the Main Street Corridor, north of Oxbow Commons, south of Clinton Street and west of Soscol Avenue. The DMU Designation and District allows for retail uses; administrative and other offices; institutional, recreational, entertainment, arts and cultural uses; hotels and conference facilities; transportation facilities; and public and quasi-public uses that strengthen downtown's role as the community's center. The DMU District also encourages residential uses primarily as part of a mixed-use development. Stand-alone residential development may be permitted in order to provide continuous linkages in and around downtown. The Downtown Specific Plan identified the potential of approximately 600 new residential units within the Downtown. To date, only 51 units have been permitted. As a result, Staff is strongly encouraging residential uses within the Cinedome Focus Area.

The property is also located within the BF, Building Form Overlay District, specifically the Downtown II (DT-II) Building Form Zone, which encompasses blocks between the center and edges of Downtown, and which establishes the physical development standards for the project site. The DT-II Form Zone requires compliance with Section 4.7.2 of the DTSP. DT-II establishes the maximum and minimum property development standards, such as development intensity, height, setbacks, and step backs, that may be approved by the City for a development project in the DT-II Form Zone through the Use Permit and Design Review Permit processes when considering the project within the larger context of the surrounding area, existing General Plan policy, the vision provided in the DTSP, and applicable regulations and guidelines.

ISSUES FOR CONSIDERATION

Although the Master Plan provides feasible development scenarios for the Opportunity Sites to develop independently, there are challenges that need further consideration and direction. These include:

Floodway Encumbrances

Portions of Opportunity Sites #1, #3, and #4 are encumbered by a Flood Control floodway easement and cannot be impeded with development until upriver flood improvements are constructed. Development opportunities outlined in the Master Plan reflect both the existing conditions with the overland flow continuing to impact a portion of Opportunity Site #3 and the Yajome Street right-of-way as well as the potential for build-out of the properties once flood improvements are completed. Development respectful of the requirements of the floodway easement may occur prior to the completion of flood improvements.

In addition to the floodway easement restrictions, Opportunity Site #4 will also be required to maintain a 15-foot access easement along the top of the floodwall adjacent to Oxbow Commons for maintenance by the Flood Control District. The Master Plan envisions this easement also serving as a pedestrian promenade similar to the Riverfront Building along Napa River south of Third Street with active retail and service uses on the first floor.

Parking Garage

A key component of the Master Plan is the allocation of Opportunity Site #2 for the construction of a public parking structure. Two options for the public parking garage are provided within the Master Plan - a traditional “park-on” ramp configuration and a mechanized parking system. The two options address specific site constraints, including:

- Deference for a larger setback from the adjacent historic Kyser-Lui Block;
- View corridors from Pearl Street to the Plaza and Oxbow Commons;
- Opportunity Site #3 property line; and
- West Street right-of-way and the existing utilities infrastructure located therein

Both options provide opportunities and challenges that are identified in the Master Plan which the City can study further as part of the overall consideration of the City’s parking needs. However, with regards to physical constraints, the traditional “park-on” ramp garage requires a larger footprint which conflicts with the Opportunity Site #3 property line, and the owner of Opportunity Site #3, SyWest Development, has stated opposition to negotiating a “land swap” with the City in which the City would acquire a portion of SyWest’s property on the western side in exchange for City property located within the overland flow easement to the east.

Regarding the larger setback from the historic Kyser-Lui Block and the need for view corridors into and around the Focus Area, it is important to evaluate these in the broader context. The historic Downtown contains a mix of buildings, old and new, single-story and multiple-story. When evaluating the development potential of the Focus Area, it was determined that “maximizing” the building envelope could result in a building “wall” along the promenade which would be out of character with the adjacent historic buildings including the Kyser-Lui Block and the Opera House.

The Focus Area also serves as a northern “book end” to the Downtown riverfront from gateway areas such as First Street and Third Street from Soscol Avenue and where pedestrians transition from the Oxbow District into the core Downtown. Providing a combination of respectful setbacks, view corridors, and building step-backs for upper floors would mitigate the potential effects on surrounding properties.

All of these design considerations must also be balanced with the need for parking to serve proposed development in the Focus Area. Funding has been allocated in the City's budget to begin construction on a parking garage beginning in Fiscal Year 2020.

Land Assembly

Because it is uncertain whether the property can be aggregated given the different property owners and interests, and because no single owner can compel others to pursue development together, the Master Plan has envisioned two paths - one as a largely single comprehensive development and the other with independent parts that warrant access by virtue of access roads to each parcel.

Specifically, independent development of Opportunity Sites #3 and #4 results in the potential need for an additional "ring-road" between the sites to facilitate access for emergency vehicles, service uses, and any parking required for residential uses. SyWest Development stated opposition to any additional encumbrances on its property to facilitate independent development on Opportunity Site #4 including impositions of new setbacks or access easements.

Preferred Land Uses

As noted in Section IV.A above, the properties within the Master Plan are located within the DMU, Downtown Mixed Use General Plan Designation, Downtown Specific Plan (DTSP) Land Use District, and Zoning District. The Master Plan does not change the underlying zoning or permitted uses. However, the Master Plan does recommend preferred land uses based on the goals of the Downtown Specific Plan as well as the Downtown Napa Specific Plan Environmental Impact Report (EIR). If the Master Plan area were to develop to the full potential outlined in the plan, the area could see the addition of up to:

- 22,000 square feet of new retail and restaurant space;
- 45 new housing units;
- 65,000 square feet of new office space (or an additional 60 housing units); and
- 500 new off-street parking spaces

As presented, there are no substantial changes proposed by the Master Plan or in the circumstances in which the Master Plan will be undertaken that require major revisions of the EIR.

SUMMARY

This Preliminary Review of the Draft Cinedome Master Plan is intended to solicit comments from the Council as well as to provide Staff with direction on key issues identified in this report. Specifically, Staff seeks the Council's input on the following:

- Comments on the Master Plan's land use recommendations, which prioritize parking and residential over other potential uses such as hotel and retail.

- Comments about the proposed parking structure options, recognizing the constraints as outlined in this report.

- Comments regarding the recommendations for building setbacks, view corridors, and step-backs for upper floors as they relate to the relationship of study area and surrounding neighborhoods and historic buildings.

FINANCIAL IMPACTS:

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

CEQA:

The Community Development Director has determined that the Recommended Action described in this Agenda Report is not in-and-of-itself a “project” (pursuant to CEQA Guidelines Section 15378 since it does not result in a physical change in the environment. However, the Recommended Action is part of a larger “project” that will be subject to environmental review in accordance with CEQA at the “earliest feasible time” prior to “approval” consistent with CEQA Guidelines Sections 15004 and 15352. The larger “project” is the Cinedome Focus Area Master Plan, and staff plans to bring back a CEQA analysis of that project to Council prior to approval.

DOCUMENTS ATTACHED:

ATCH 1 - Draft Cinedome Focus Area Master Plan

NOTIFICATION:

Legal notices of report were published in the Napa Valley Register at least 10 days prior to the hearing date. The owners of land within the Master Plan area and all persons expressing interest in notification of meetings on the project were also notified in advance of the meeting.