



Staff Reports Details (With Text)

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Attachments: 1. ATCH 1 - Resolution - Mitigated Negative Declaration, 2. EX A - Mitigation Monitoring and Reporting Program, 3. ATCH 2 - Ordinance, 4. EX A & B - NMC Section 17.52.515, 5. ATCH 3 - Resolution - Design Review Permit & Use Permit, 6. EX A - Napa Sanitation District letter dated July 31, 2024, 7. ATCH 4 - Project Description, 8. ATCH 5 - Project Plans, 9. ATCH 6 - Elevations & Renderings, 10. ATCH 7 - Airstream Specifications, 11. ATCH 8 - Draft CEQA Initial Study/Mitigated Negative Declaration, 12. ATCH 9 - Planning Commission Report With Correspondence, 13. ATCH 10 - Revised Right-of-Way Plans, 14. ATCH 11 - CEQA Final Initial Study/Mitigated Negative Declaration, 15. ATCH 12 - Responses to Timely Comments, 16. ATCH 13 - Potential Effects of the Applicant's Voluntary Measures, 17. ATCH 14 - Public Comments (City Council), 18. ATCH 15 - Public Comments received after Agenda Publication

Date	Ver.	Action By	Action	Result
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To: Honorable Mayor and Members of City Council

From: Molly Rattigan, Deputy City Manager / Interim CDD

Prepared By: Ryder Dilley, Associate Planner

TITLE:
Glamping Zoning Text Amendment

RECOMMENDED ACTION:

(1) Adopt a resolution adopting a Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program for a glamping campground on the west side of Silverado Trail between Hagen Road and Stonecrest Drive (APN 052-010-011); and

(2) Approve first reading and introduction of an ordinance amending, pursuant to an adopted Mitigated Negative Declaration, Napa Municipal Code Section 17.52.515 to establish a glamping campground as a conditionally permitted use and to establish standards for a glamping campground on that certain property bearing assessor's parcel number 052-010-011 located on the west side of Silverado Trail between Hagen Road and Stonecrest Drive; and

(3) Adopt a resolution approving, pursuant to an adopted Mitigated Negative Declaration, a Design Review Permit and a Use Permit authorizing construction and operation of a glamping campground with five (5) permanent buildings, up to 100 glamping units, and recreational activity space on the

west side of Silverado Trail between Hagen Road and Stonecrest Drive (APN 052-010-011).

DISCUSSION:

Executive Summary

The Applicant, Parry Murray, is seeking a Zoning Ordinance Amendment, Use Permit, and Design Review Permit authorizing construction and operation of a glamping campground with five (5) permanent buildings, up to 100 glamping units, and recreational activity space (Project) located on the west side of Silverado Trail between Hagen Road and Stonecrest Drive (APN 052-010-011). A more detailed project description is provided below, along with the Applicant's project description included as **Attachment 4, Project Description**.

The proposed Zoning Ordinance Amendment would amend Section 17.52.515 of the City of Napa Municipal Code ("NMC") to establish the use and standards for a glamping campground subject to a use permit requirement. Pursuant to NMC Section 17.66.030, amendments to zoning regulations may be initiated by the action of the Community Development Director, Planning Commission or City Council. Subsequently, the Planning Commission and City Council shall each hold a public hearing on any proposed amendment to the zoning ordinance text.

If the Project is approved, the previously approved entitlements, and related extensions, on the site related to the Milliken Creek Tentative Parcel Map would be superseded.

The report below provides an overview of the Project, detailing its initial design and key components considered by the Planning Commission, as shown in **Attachments 4 and 5, Project Description and Project Plans**. **Attachments 4 and 5** served as a foundation for analysis, with details which informed the Project Description below. Following the Planning Commission hearing, the Applicant continued efforts to engage with and attempt to address concerns raised by the community by proposing voluntary traffic and operational measures. While the following sections primarily describe **Attachment 4 and 5**, which were considered by the Planning Commission, there is a dedicated section towards the end of the report under **Public Outreach & Voluntary Design Measures**, intended to outline the voluntary measures that have been incorporated as a result of the feedback.

These measures were not required by City staff or consultant analysis as a result of potential impacts of the Project but instead were offered solely in response to neighborhood feedback. These voluntary measures are reflected in **Attachment 10, Revised Right-of-Way Plans**.

Site Context and History

The Project site is approximately 12.5 acres and is adjacent to and on the west side of State Route-121 (SR-121)/Silverado Trail between Stonecrest Drive and Hagen Road. The property is currently vacant and undeveloped. The site is bounded by rural residences to the north, SR-121/Silverado Trail and single-family residences to the east and south, and Milliken Creek and the Rural Urban Limit ("RUL") to the west. There are also vineyards located to the east and to the west of the site across Milliken Creek. The vineyards to the west consist of unincorporated County land.

A. Prior Entitlements

The Applicant initially pursued subdividing the property into a four (4) lot tentative parcel map consistent with the previous land use designation of SFR-100, Single Family Residential, under the

1998 Napa General Plan. The original entitlements (“2018 Parcel Map”) were approved by the Planning Commission on May 17, 2018, and became effective on May 27, 2018 (after the 10-day appeal period), and would have expired on May 27, 2020. Subsequently, the Community Development Director approved a Parcel Map Amendment to modify conditions on September 4, 2019, the first extension was approved by the Planning Commission on February 20, 2020, and the second extension was approved by the Planning Commission on May 19, 2022. A third extension of the 2018 Parcel Map, was approved by the Planning Commission on July 18, 2024, extending the expiration date to May 27, 2026.

In August 2022, the Applicant requested a determination by the Planning Commission, pursuant to NMC Section 17.040.050, that a commercial campground was a substantially similar use to “clubs and lodges” or “recreation facilities” listed in NMC Section 17.08.020.B.2 as conditionally permitted within all residential districts. On August 4, 2022, the Planning Commission determined that a commercial campground was not a substantially similar use and recommended that the Applicant apply for a Zoning Amendment if the Applicant wished to develop such a use.

If the City Council opts to approve the proposed Project, as requested by the applicant, the City Council will also be asked to rescind the previously approved Milliken Creek Tentative Parcel Map and Design Review Permit for the subdivision (PL18-0005; Planning Commission Resolution R2018-17, approved by Planning Commission on May 17, 2018) and all approved extensions thereof.

B. Flood & Site Constraints

The Project site is located within the Floodplain Management Overlay (FP) Zone District. Development in an FP overlay zone must comply with the Floodplain Management regulations and be reviewed by the City’s Floodplain Administrator. As delineated in **Sheet No. UP3 of Attachment 5, Project Plans**, the western side of the Project site is within a regulatory floodway area and the eastern side is within a designated floodplain. As a result, the feasibility of residential development results in a net buildable area for residential development below the maximum allowable residential density prescribed in the 2040 Napa General Plan.

Project Description

The Applicant requests a Zoning Ordinance Amendment to amend Section 17.52.515 of the City of Napa Municipal Code (“NMC”) to establish the use and standards for a “glamping” campground, and a Design Review Permit and Use Permit to authorize construction and operation of a glamping campground with five (5) permanent buildings, 100 glamping units, and recreational activity space. The term “glamping campground” means that certain land use involving semi-permanent glamping units for rent in a campground setting.

As shown in **Attachment 5 and Attachment 6, Elevations and Renderings**, Building 1, the Main Office, would consist of guest check-in, gathering space, restrooms, a small market, and rear-facing patio bar, totaling approximately 4,418 square feet. Building 2, the Meeting Room, would provide approximately 1,440 square feet of indoor/outdoor meeting space. Buildings 1 and 2 would include an outdoor lounge area with a permanent deck (8,000 square feet) and pool area (3,500 square feet, including the pool and the pool deck). Buildings 3 through 5 would consist of back of house and administration/maintenance space, up to 640 square feet each.

The 100 glamping units could include a mix of teepees, yurts (i.e., canvas tents on platforms), and/or stationary camper trailers (see **Attachment 7, Airstream Specifications**). The Project would prohibit the use of personal travel trailers, tents, and recreational vehicles (RVs), meaning customers would be prohibited from bringing their own RV, travel trailer, and/or tents to and from the site.

A. Zoning Ordinance Amendments

The Applicant is requesting a zoning amendment to NMC Section 17.52.515 Vacation Rental Permits to establish the use and standards for a glamping campground at the Project site. The text amendment would authorize the “glamping campground” development as a conditional use for the Project site. The ordinance would also further define “glamping unit,” which would mean a lodging unit that is available for rent at the glamping campground and may include trailers, yurts, teepees, or other forms of accommodations that are designed for use as temporary living quarters. The draft text amendment language is included in **Attachment 2, Ordinance**.

The text amendment would apply only to the subject Project Site and would not create a new land use citywide. The text amendment sets forth standards applicable to the Project Site that include floor area ratio, open space, lighting, setbacks, and general operation. The purpose of the standards for the glamping campground would be to encourage the safe and proper balance between maintaining natural features and resources including, but not limited to, outdoor space, trees, and vegetation, and new development, while incorporating safety measures within a site adjacent to a watercourse, to assure compatibility with neighboring land uses, and to promote family-oriented tourism and to serve visitors and residents of the Napa Valley.

B. Site Layout & Circulation

The Project site plan orients and places the permanent buildings and vehicular parking out of the floodway and towards the northeast end of the site closer to SR-121/Silverado Trail. Ingress and egress to the site is provided by a singular driveway allowing full access of left-in/right-in and left-out/right-out vehicular turning movements and direct access to both the buildings and the parking lot. The glamping units are placed around the boundaries of the site adjacent to a pervious drive aisle allowing emergency vehicles access to the glamping units. Placement of the units would avoid riparian habitat. The recreational activity space would be oriented towards the center of the site to minimize disruption and noise to adjacent properties by directing activity inward.

During the Planning Commission hearing, the Applicant voluntarily opted to expand the sidewalk that extends from the north side of the site to the south, as shown in **Attachment 5**, from a standard 5’ sidewalk to a Class I bicycle path along the Project frontage. The path would be primarily separated from the vehicular travel lane to allow for a buffer between vehicular traffic, and pedestrians or bicyclists, as shown in **Attachment 10**.

C. Building Elevations

The primary façade of Building 1 orients towards the singular driveway as an initial introduction to the overall campsite with the amenities such as Building 2, meeting space, and the swimming pool connected via a covered walkway extending south and north. The buildings act as a partial barrier between the traffic along Silverado Trail, the parking lot and the natural habitat and programming of the campground. Functionally, the rear of Buildings 1 and 2 orient attention back into the site and

utilize lounging areas as communal gathering opportunities.

All buildings, including the maintenance buildings, take on a contemporary agrarian form. The use of vertical engineered wood siding and a standing seam metal roof for Buildings 1 and 2 reflect the simple, functional forms of traditional barns and outbuildings in Napa Valley, making the design harmonious with the local landscape. Building 1 is approximately 22'-6" and Building 2 is approximately 25' in overall height. The three (3) back of house buildings will be constructed out of steel and will be no greater than 15'-0" in overall height. As the Applicant considers programming of the campground, which would include the choices in the fencing and landscaping, it would provide buffers between the individual campsites and the maintenance buildings and the road.

D. Glamping Units & Campsite Details

The Project proposes up to 100 glamping units on-site. The exact mix of glamping unit types would be somewhat flexible and would be designed around the specific site relative to existing habitat and flood constraints; however, the Applicant provided **Attachment 7, Airstream Specifications**, showing an example of the unit type that would primarily be used on-site and is actively used by operators at other active glamping campgrounds in California and in other states. The Project would prohibit the use of personal travel trailers and recreational vehicles (RVs).

Each glamping unit type would be all-electric. The glamping units would be semi-permanent and provide for the ability to be moved seasonally out of the regulatory floodway and out of the regulatory floodplain should the campground need to be evacuated.

The typical campsite would include an outdoor grill to be used for cooking and socializing to emulate the traditional camping experience. Guests would only be allowed to burn "goodwood" material, which is a compressed wood product that burns with less spark and smoke than traditional wood. This goodwood would be offered to guests staying at the site, and guests would not be allowed to bring or use any off-site fire burning products to the Project site. Each campsite would also have an interior and exterior fire extinguisher as an added fire safety item. Further, the Project operator would prohibit fires on days where wood burning is banned as determined by the Bay Area Air Quality Management District as a condition of Project approval.

E. Recreational Activity Space

The recreational activity space would be located towards the center of the site to the rear of the proposed buildings. This space would include the proposed pool and lounging areas, and could also include a children's playground, bocce ball courts, outdoor game areas, a lawn, and internal trail space.

F. Operations

The Project would comply with the City's noise ordinance and designated quiet hours. As shown in the proposed text amendments, quiet times would be 9:00 p.m. to 7:00 a.m., Sunday through Thursday, and 10:00 p.m. to 7:00 a.m., Friday and Saturday evenings. Guest check-in would typically occur between 2:00 p.m. and 9:00 p.m. daily, with check-out at 11:00 a.m. There would be an employee on site 24 hours per day. An administrative staff member would arrive on-site daily at 6:00 a.m. Check-in staff would be stationed in the main office of Building 1, where guests would be

directed to sign in and receive site information upon arrival. A security staff member or other designated personnel would be available nightly on-site from 9:00 p.m. to 6:00 a.m.

The pool, recreation areas and main office would be available to all overnight guests and would also be available to the public on a reservation and space available basis. On occasion, the facilities could be available during periods of lower occupancy as an educational or recreational opportunity for local youth groups within the community. The coordination efforts would be handled on a case-by-case basis as occupancy permits.

The Applicant would request the sale and consumption of alcohol considered as part of the permit. If available, the use would operate with a Type 70 (On-Sale General - Restrictive Service) license from the State Alcoholic and Beverage Control, which Authorizes the sale or furnishing of beer, wine and distilled spirits for consumption on the premises to the establishment’s overnight transient occupancy guests or their invitees. This license is normally issued to “suite-type” hotels and motels, which exercise the license privileges for guests’ “complimentary” happy hour. Minors are allowed on the premises.

The meeting room would be available for groups looking to reserve the space for small events or meetings, or groups looking to reserve glamping units as part of a larger reservation on a case-by-case basis. The glamping campground standards would explicitly prohibit the use of the campground for any wedding, auction, or other similar event that is inconsistent with the use permit.

As a condition of Project approval, and prior to Project occupancy, the Applicant would be required to submit to the Community Development Director for the Director’s review and approval, standard operating procedures to establish rules for renters and guests and address general maintenance, lighting, noise, and other aspects of operation to ensure operational safety and compatibility with neighboring uses.

G. Parking

The parking facilities would be directly accessible from the driveway along the Silverado Trail frontage. The Applicant is proposing a parking area with a pervious surface that would be structurally rated for emergency vehicle access.

NMC Section 17.54.040 regulates parking requirements for properties located within the City of Napa. For uses not specifically listed in the Code, the approving body may apply the requirements of a different but similar use. Staff recommends the following parking ratio for hotels and retail to determine the number of parking spaces required for the Project: 1 space per glamping unit plus 1 space for the manager and 1 space for every 2 employees (full or part time), and 1 space per 250 square feet for the small meeting space. **Table 1**, below, illustrates the total required parking recommended by staff.

**TABLE 1
Required vs. Provided Parking**

Parking Requirements	Parking Required
1 space per glamping unit	100 spaces
1 space for manager	1 space

1 space for every 2 employees (12 employees)	6 spaces
1,440 sq. ft. meeting space @ 1 per 250 sq. ft.	5.76 spaces
Total Required	113 spaces
Total Provided	114 spaces

H. Flood Measures

The Project is located in a Special Flood Hazard Area “Zone AE” and the floodway. As such, the requirements of the City of Napa Municipal Code Chapter 17.38 Floodplain Management apply to all new construction or substantial improvements within the Special Flood Hazard Area.

All glamping units and associated Americans with Disabilities Act (ADA) ramps, decks, and raised utilities placed within the floodway limits shall be removed yearly for the months of November through April and stored at pre-determined location outside the floodplain limits. Procedures for removal of recreational vehicles and non-permanent dwelling units shall be detailed in the Flood Emergency Operations Plan, which shall be approved by the Floodplain Administrator prior to issuance of the first temporary certificate of occupancy or certificate of occupancy.

The Applicant would be required to have an approved Flood Evacuation and Operations and Maintenance Plan on-site which details removal of glamping vehicles from the floodplain limits in event that a flood warning is issued.

The flood requirements are not atypical nor are they new requirements not considered in the past. There is an existing development, referred to as RiverPointe Napa Valley, which operates under similar procedures respective of on-site flood constraints.

I. Public Art

The Applicant has expressed interest in installing a public art feature, but an artist or design concept has not yet been identified at this stage. Pursuant to NMC Section 15.108.040, the Applicant would be required to: (1) install an on-site public art feature approved by Council, (2) request City Council consider placement of a developer-funded piece in a public place nearby - which is identified in the public art master plan, (3) pay the public art contribution, or (4) install public art on the development project site that has a value lower than the public art contribution amount and make an in-lieu contribution for the balance of the public art contribution. If approved, the Applicant would be required to comply with NMC Chapter 15.108 prior to obtaining a building permit for construction of the Project.

J. Affordable Housing Impact Fee

Pursuant to NMC Chapter 15.94, the Applicant would comply with the code requirements by paying the affordable housing impact fee. The affordable housing impact fees shall be paid prior to the issuance of a building permit. The estimate for the fees at the current hotel rate of \$6.00 per square foot would be approximately \$169,068.00; however, the fee is subject to change depending on the rate in effect at the time of permit issuance.

The purpose of NMC Chapter 15.94 is to promote the achievement of policy goals identified in the

Housing Element of the City's General Plan, and to mitigate the impacts that development projects have on the need for affordable housing, by imposing an affordable housing impact fee on every development project. City policies encourage programs to bridge the affordability gap between market rate and affordable units for lower wage earners. Affordable housing impact fees shall be calculated by the Chief Building Official based on the methodology identified by the City Council and in the amounts established by implementing resolution for each development project land use category.

Furthermore, the Applicant would also be required to comply with NMC Chapter 3.22, requiring the payment of a special tax of 1% of the revenue generated for the sole purpose of providing programs and services that increase, improve, or preserve the availability of Affordable and Workforce Housing to Affordable and Workforce Households.

ANALYSIS:

A. General Plan

The Project site is designated Very Low Density Residential under the Napa 2040 General Plan. According to the General Plan, this designation is typically for detached single-family homes in rural edges of the City with a limited density range up to 2.0 dwelling units per gross acre with the intent that existing parcels remain sparsely built. However, the designation also allows permitted uses such as vineyards, low-intensity agricultural uses (e.g., community or household farms), and open space preservation, and conditional uses such as non-residential commercial uses. When new development is proposed, buildings should be clustered together to preserve natural features and resources. The Project would provide for non-residential commercial use, subject to the approval of a Use Permit, and is designed where the permanent buildings would be clustered together to preserve the natural features and resources of the site.

The Project would meet several of the Napa 2040 General Plan Goals and Policies, including the following:

Land Use and Community Design Element

- **Policy LUCD 6-4: Support flexibility in land use designations to respond to changing and evolving economic needs. Promote a mix of uses in appropriate locations and settings.**

Staff Analysis: The Project would allow a new “glamping campground” use not yet considered within the City of Napa and recognizes the intent of the development pattern prescribed with the Very Low Density Land Use Designation. The use would allow the Applicant to develop a historically underutilized and vacant site allowing flexibility in the land use designation while contributing to the broader General Plan Land Use Goal LUCD-6, which is intended to promote a balanced land use program and ensure the City remains a “complete community” with a diverse array of uses. The development is low-scale in massing and is flexible enough to meet stringent flood requirements, whereas typical residential construction would have required additional fill and tree removals to meet the stringent flood requirements.

- **Policy LUCD 7-1: Prioritize local needs and economic diversity while recognizing the importance of tourism for the local economy.**

Staff Analysis: Similar to other transient uses like hotels, the Project would generate local transient occupancy taxes and transient occupancy special taxes for affordable and workforce housing, among other revenue that the additional tourism would pay into the local economies.

Transportation Element

- **Policy TE 1-2: Foster a more connected system of streets, pedestrian facilities, and bicycle facilities as new development and redevelopment is undertaken, or as opportunities are presented.**

Staff Analysis: The Project would add an improved pedestrian walkway extending from the northeast corner of the site to the southern boundary of the site, which incrementally adds a safe alternative mode of transportation along Silverado Trail/ SR-121.

- **Goal TE-3: Promote active transportation, support active lifestyles, and encourage physical activity by providing safe pedestrian and bicycle infrastructure citywide.**

Staff Analysis: The Project would add an improved pedestrian walkway extending from the northeast corner of the site to the southern boundary of the site, which incrementally adds a safe alternative mode of transportation along Silverado Trail/ SR-121. The interior of the site would also feature active recreational space.

Natural Resources Conservation Element

- **Policy NRC 1-8: Require development projects to provide protection for significant on-site natural habitat whenever feasible, and protect significant species and groves or clusters of trees on project sites. Establish and support citywide training and support programs that provide the tools to help existing homeowners associations and residents accomplish habitat protection.**

Staff Analysis: The Project would aim to preserve many of the existing trees on-site, including many protected native trees. The Applicant would also provide a barrier between the glamping units and the riparian habitat to prevent people from damaging existing habitat while allowing existing wildlife to travel down Milliken Creek.

Economic Development Element

- **Goal ED-6: Ensure that the local economy reinforces and builds on the City's unique "sense of place," including its cultural diversity and creative sectors, in a manner that serves both residents and visitors in a mutually-supporting fashion.**

Staff Analysis: The Project would provide a unique alternative to traditional hotels allowing people to connect with nature within Napa. For the workforce, there will be opportunities for internships, training and partnering opportunities with the college and reciprocity training between other upscale campground properties across the nation.

B. Zoning

The Project site is zoned Single-Family Residential (RS 40), Floodplain Management Overlay (FP), and Traffic Impact Overlay (TI). The Single-Family Residential zone district typically allows custom home subdivisions on hillsides or constrained sites, and post war tract subdivisions, which usually have uniform platting patterns, setbacks and building types. Bed and breakfast inns, and public and quasi-public uses may also be allowed in appropriate locations at the discretion of the City. The Applicant has requested a zoning amendment that would authorize the “glamping campground” development as a conditional use for the Project site.

Table 2 below shows the RS 40 development standards. As proposed and as conditioned, the Project would meet or exceed RS 40 development standards.

**TABLE 2
RS 40 Development Standards**

Criteria	Standard	Proposed
Height (feet)	max. 30'	max. 25'
Front Setback	min. 30'	min. 30'
Side Yard (SY)	min. 10'	min. 17.5'
SY - Acc. Struct.	min. 3'	min. 3'
Rear Yard	min. 30'	Varies - Exceeds 30'

C. Hotel Policies

The Project is not a hotel in the traditional sense; however, the use is transient in nature and provides an additional lodging opportunity within the City of Napa. The following is a discussion of how the Project complies with the City’s Hotel Policies adopted in 2008 for informational purposes.

- 1. A priority should be placed on the development of full-service and resort hotels downtown because of the ancillary and complementary benefits to other downtown uses and activities. This does not preclude the full range of additional lodging products in appropriate locations throughout the city.**

This policy is not applicable as the campground would not be consistent with a full-service hotel. Full-service hotels are usually more than one-story in height, provide for a full-service restaurant for at least two meals daily, and all guest rooms would have individual bathrooms. The Project would be single story and not feature a full-service restaurant.

- 2. Limited service hotels with meeting room space and close proximity to surrounding support services would be considered desirable. Bed and breakfasts and small inns as in-**

fill projects would be encouraged as indicated in the General Plan.

The Project may not be located directly downtown; however, the site is located a little less than three quarters of a mile northeast of the downtown boundary and would house a limited-service lodging product in an appropriate location. The Project would include a meeting room, a pool, recreational activity space, and auxiliary bar and indoor and outdoor lounging areas managed by the campground operator, yet accessible to campground guests and members of the public on a limited basis, that are part of the campground's slate of services. It would be located within close proximity to the City's top tourist attractions, including the fairgrounds that host the Bottle Rock Music Festival and its approximately 120,000 attendees.

- 3. New hotel projects should provide a minimum of 15-100 square feet of contiguous meeting room space per guest room depending on the type of hotel and location to facilitate and expand the group meeting demand.**

The Project would include up to approximately 1,440 square feet of indoor meeting space. At full buildout of Phase 2, this would equate to approximately 14.4 to 20.6 square feet of meeting space per glamping unit depending on seasonal availability between 70 to 100 glamping units due to the flood condition parameters.

- 4. Hotel applicants/developers should demonstrate how they will pursue mass transport activities that reduce traffic congestion such as shuttle services, linkages with other hotels, use of the trolley or like public transit options, for guest and employees, particularly for group-oriented hotels.**

Guests of the campground would use personal vehicles that would be parked onsite upon arrival. Although guests are not forbidden from using their vehicles, the campground is within close proximity to the City's main tourist attractions and the locations of its most popular events, including Downtown Napa, the Napa Valley Wine Train depot, Oxbow Public Market, CIA at Copia, and the fairgrounds that host the Bottle Rock Music Festival. The campground will be close to public transit. Additionally, the campground will offer complimentary bikes with a community map for guest use to encourage eco-friendly transport while they are visiting the City.

- 5. Hotel applicants/developers should demonstrate how they will link with the Napa Valley College Hospitality Institute and Hospitality and Tourism Management Program, and/or provide in-house hospitality and employment training programs that will provide a career ladder and stable employment sector.**

The campground operator is a leader in a unique niche in tourism and hospitality that is rapidly growing. There will be internships, training and partnering opportunities with the college and reciprocity training between other upscale campground properties across the nation. The operating plan includes the following training programs:

- *On the job training for the specific function; and*
- *Cross training in other departments; and*
- *Leadership Development training, especially focused on managerial roles that wish to grow into General Managers; and*

- *Active recruiting at the local college for hospitality students to fill both hourly and salaried positions.*

6. Hotel projects should demonstrate how they will meet sustainability (green) practices as determined by LEED standards or future green ordinances or initiatives that may be adopted by the City.

The campground operator is recognized as a leader in sustainability and recognized for its innovative passive building design; use of solar and photovoltaic systems, and celebration of small space living which is a hallmark of sustainable design. The Project structures and site design would meet or exceed California's stringent building code. The site is located in a walkable area near downtown Napa and is near other tourist attractions. It will meet all standards for stormwater management, low-flow plumbing fixtures, efficient lighting, and high efficiency mechanical systems.

Additionally, the campground will feature programming where biologists, historians, and conservation groups are invited to the property to provide educational chats that educate guests about conservation and protecting the environment.

7. Hotel applications should demonstrate as part of the application process a commitment to advancing cultural arts by providing a public art component visible and accessible to the public, particularly for hotels located downtown. Hotel projects in the pipeline may be subject to a future "art in public places" ordinance, pending adoption by City Council in 2008.

The Applicant has communicated interest in installing a public art feature, but it has not yet been identified at this stage. It is anticipated the Applicant will pursue installing public art on the project premises and will go through the design review process at a later date. Either way, pursuant to NMC Section 15.108.040, the Applicant would be required to comply with NMC Chapter 15.108, the City's Public Art Ordinance, prior to obtaining a building permit for construction of the Project.

8. Hotel applicants should provide a report or study that provides a comprehensive overview regarding hotel employment. The report or study should be prepared by an independent consultant and include, at a minimum, the following information: the number of employees the hotel would employ, full-time vs. part-time, position titles, wage rates by position, and types of benefits; the anticipated breakdown of employees residing inside or outside the County of Napa, and the rationale for breakdown; and any programs or policies the Applicant or operator will implement in the area of employee housing and congestion management. The City Council has requested this employment information to measure any economic, housing and transportation impacts the hotel would create.

The Applicant has provided the following data below:

Annual Economic Impact at AutoCamp Napa Stabilization

- 12% TOT = \$1,229,875

- 2% Tourism Improvement District = \$204,980
- 1% Special Tax (affordable housing) = \$102,490

Project Team Members

- Executive & Management - Base annual salary range of \$68,000 to \$140,000
- Sales & Marketing - Salary range of \$68,000 to \$72,000
- Engineers - Wage rate of \$21 to \$33 per hour
- Front Desk Attendants - Wage rate of \$20 to \$22 per hour
- Housekeeping & Laundry Staff - Wage rate of \$20 to \$23 per hour

Misc.

- Estimated construction income to local North Bay and Bay Area contractors - \$25,500,000
- Project construction will generate approximately 75 individual local area jobs and tax revenue during the 18-months of construction activity.
- Project operations after opening will generate approximately 4 full-time employees, 4 part-time housekeeping staff and 5 additional part-time staff for peak periods (weekend, summer months).

Planning Commission Meeting

On October 17, 2024, the Planning Commission held a public hearing to consider this application. The Commission was generally inquisitive and had comments and questions regarding the calculation of vehicle trips, fire prevention measures, and low-impact plant materials. Some of the Commissioners also sought clarification on the Applicant's responsibility for payment of the applicable impact fees and the feasibility of left-turn pocket.

During public comment, seventeen (17) members of the public spoke voicing concerns and six (6) members in support of the Project. Concerns ranged from traffic and parking issues, proposed bicycle facilities, noise, flooding, and fire concerns. The members of the public who voiced support of the Project spoke about the improved bicycle facilities, the alternative to traditional lodging, the protection of trees, flood protection measures, and property rights, as well as general support of the proposed modifications to the project.

During Commission deliberation, recurring themes and comments generally consisted of the following:

- Concerns related to systemic traffic issues along Silverado Trail.
- Support of the transportation impact study.
- Support of the voluntary Class I path along the Project frontage.
- Sentiments conveying consideration of a left-turn pocket and additional stacking distance at the entrance.

At the conclusion of the hearing, the Planning Commission recommended approval of the project by a vote of 4-0, with one commissioner absent.

The Planning Commission meeting minutes excerpt is attached to the Commission staff report, **Attachment 9**.

Public Outreach & Voluntary Design Measures

Following the Planning Commission hearing, the Applicant continued efforts to engage with and attempt to address concerns raised by the community by proposing voluntary traffic and operational measures, described below, intended to alleviate or address those concerns. These measures were not required by City staff or consultant analysis as a result of potential impacts of the Project but instead were offered solely in response to neighborhood feedback. However, Staff, with input from consultants, reviewed the proposed measures and determined they are reasonable, consistent with the overall proposal, and do not materially alter the basis for the original recommendation.

The voluntary measures offered by the Applicant are outlined below and incorporated by design as shown in **Attachment 10, Revised Right-of-Way Plans**.

- Modify the entry to allow only a right-turn in and right-turn out only (no left turns out or into the site) using an island and signage directing customers into the site safely and with minimal disruption to the flow of traffic. The Applicant has indicated that they would contact navigation application creators (i.e. google maps, apple maps, etc.) and ask to have all trips inbound routed from the north to minimize the potential for u-turn movement at Hagen Road from customers arriving from the south.
- Add an eight-foot paved shoulder along Project frontage north of the driveway to provide space for right-turning traffic to decelerate outside of the travel lane.
- Set the gate back from the entry a sufficient distance to allow up to three (3) vehicles to queue if the gate is closed to prevent vehicle stacking on Silverado Trail.
- Should the Project have any issues with backup at peak times, the gate can be opened during peak times to allow free movement of customers onto the site.
- Widen the five-foot sidewalk to a minimum of eight feet of paved width along the Project frontage to create a Class I multi-use trail primarily separated from the vehicular travel lane to allow for a buffer between vehicular traffic, and pedestrians or bicyclists.
- Extend the trail to the south beyond the Project frontage to connect to the existing sidewalk at Milliken Creek, to the extent that there is right-of-way to accommodate these improvements, to expand the bicycle and pedestrian facilities along Silverado Trail further improving connectivity.
- Add a secondary Emergency Vehicle Access (EVA) at the southern end of the parking lot for emergency ingress/egress purposes only to provide an additional point off access for first

responders.

- The Project would only allow low ember, low smoke products, similar to Goodwood or Envirollog for the individual campfires.
- In conjunction with the alternative wood product, the Applicants propose to have low smoke fire grills such as Solo Stoves or similar raised platform products instead of traditional fire pit rings, allowing the Applicant to use the portable outdoor fireplaces in accordance with the manufacturer's instructions and conforming to NMC Chapter 15.04 and National Fire Protection Association Standards.
- The Project would follow all applicable City of Napa noise ordinances to operate consistent with the Safety and Noise Element of the Napa 2040 General Plan.
- The Applicants would allow the site to act as an emergency responder station, should this be needed, allowing dual use of the site in the event of an emergency.

The voluntary measures above were not required as original conditions of approval, nor were they identified as necessary to address code compliance, environmental regulations, or other regulatory considerations. Instead, they represent a discretionary effort by the Applicant to engage with the community, despite the absence of substantiated findings that such measures are required to minimize any potential impacts caused by the Project not previously identified through the CEQA analysis. Additionally, staff and consultants have evaluated the voluntary measures under California Environmental Quality Act (CEQA) and determined that the voluntary measures would not result in new or additional environmental impacts, nor would they necessitate further environmental review.

No new substantive evidence has been presented that would affect the underlying findings supporting the Planning Commission's recommendation. The Applicant has indicated that these voluntary measures would be implemented as part of the Project, subject to applicable approvals.

Public Comments

As of this writing, sixty-seven (67) public comments have been received for the Council meeting. The public comments are included as **Attachment 14, Public Comments (City Council)**. There were also twenty-three (23) written public comments received prior to and during the Planning Commission meeting. The comments are included as **Attachment 9, Planning Commission Report with Correspondence**.

FINANCIAL IMPACTS:

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

CEQA:

An Initial Study/Mitigated Negative Declaration (IS/MND) was prepared pursuant to CEQA Guidelines Section 15074 (see **Attachment 8, CEQA Draft Initial Study/Mitigated Negative Declaration**), concluding that after implementation of the proposed mitigation measures the Project would not cause any significant environmental effects. The public comment period was noticed on September

5, 2024, in the Napa Valley Register for a CEQA-mandated 30-day public review and comment period, ending on October 5, 2024.

During the public comment period, comments were received from two public agencies. Responses to these comments were prepared and have been included in **Attachment 12, Responses to Timely Comments**.

Following the close of the public review period, one additional comment was received. In consultation with experts retained by the City, staff evaluated the comments received and propose a substitution of mitigation measures in compliance with CEQA Guidelines 15074.1. The substituted mitigation measures, contained in the Final IS/MND, have been reviewed and determined to be equally effective, or more effective, these substituted measures avoid or reduce the potential impacts “to at least the same degree” as the original measures and will not itself create any new adverse impacts than the original measures in mitigating the identified impact.

The substitution does not result in any new significant environmental impacts or a substantial increase in the severity of the previously identified impacts. As such, recirculation of the IS/MND is not required under CEQA Guidelines Section 15073.5. The revised mitigation measures ensure continued mitigation of potential impacts to a less than-significant level and have been incorporated into the Final IS/MND, which is being presented for consideration.

As reflected in **Attachment 1, Resolution - Mitigated Negative Declaration**, staff recommend that, in compliance with Public Resources Code §21080(f) and CEQA Guidelines §15074.1, the City Council find that the substituted mitigation is equivalent or more effective in mitigating environmental impacts and that the change or substitution does not itself cause any potentially significant effect.

DOCUMENTS ATTACHED:

- ATCH 1 - Resolution - Mitigated Negative Declaration
- EX A - Mitigation Monitoring and Reporting Program
- ATCH 2 - Ordinance
- EX A & B - NMC Section 17.52.515
- ATCH 3 - Resolution - Design Review Permit & Use Permit
- EX A - Napa Sanitation District letter dated July 31, 2024
- ATCH 4 - Project Description
- ATCH 5 - Project Plans
- ATCH 6 - Elevations & Renderings
- ATCH 7 - Airstream Specifications
- ATCH 8 - Draft CEQA Initial Study/Mitigated Negative Declaration
- ATCH 9 - Planning Commission Report with Correspondence (PL22-0120)
- ATCH 10 - Revised Right-of-Way Plans
- ATCH 11 - CEQA Final Initial Study/Mitigated Negative Declaration
- ATCH 12 - Responses to Timely Comments
- ATCH 13 - Potential Effects of the Applicant’s Voluntary Measures
- ATCH 14 - Public Comments (City Council)

NOTIFICATION:

Notice of the scheduled public hearing was provided on February 7, 2025, 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 February 6, 2025, and provided to people previously

requesting notice on the matter at the same time notice was provided to the newspaper for publication. The Applicant was also provided with a copy of this Report and the associated attachments in advance of the public hearing on the Project.