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Attachment C  
Use Permit Modification Findings

Archive Document

Inn at the Abbey Use Permit Major Modification (P19-00038-MOD) and  
Development Agreement  
Board of Supervisors April 28, 2026

**BOARD OF SUPERVISORS HEARING – APRIL 28, 2026  
RECOMMENDED FINDINGS**

**Inn at the Abbey  
Use Permit Major Modification Application P19-00038-MOD  
3010 North Saint Helena Highway., Saint Helena, CA 94574  
APN #022-130-023, -024, -027, -028, 022-220-028, -029**

**USE PERMIT**

The Board of Supervisors has reviewed the use permit major modification request in accordance with the requirements of Napa County Code §18.124.070 and makes the following findings:

1. The Board of Supervisors has the power to issue a use permit major modification under the zoning regulations in effect as applied to the Property.

**Analysis:** The applicant requests approval of a Major Modification to an existing Use Permit and approval of terms of a Development Agreement. The proposed Project is the development of a 79-room hotel and accessory uses across multiple parcels. Areas of hotel development and accessory use are confined to three parcels (APNs 022-130-027, -028 and 022-220-028) and the areas of those parcels with existing Commercial Limited (CL) zoning. Parcel 022-220-028 is both Commercial Limited (CL) and Agricultural Watershed (AW) zoning. The CL uses are confined to areas of the project parcels with the CL zoning district designation and do not infringe on AW zoned lands, except for an existing legal nonconforming parking lot and wastewater system that have been recognized for CL use by prior actions. The applicant has demonstrated that the project will not expand or enlarge the legal nonconformities beyond existing entitlements. Hotels with no more than 50 guest rooms, or retail stores less than 5,000 square feet selling groceries, candy, ice cream or alcoholic beverages; and restaurants with no more than 100 seats are allowed in the CL District, subject to grant of a use permit pursuant to Napa County Code section 18.124.010.

Pursuant to 18.124.010 a use permit may be granted by the Planning Commission subject to the provisions of that chapter, provided however, that if the Board of Supervisors is the decision maker on any companion action which is necessary to approve the use permit, the Commission shall make an advisory recommendation to the board to approve or disapprove the entire action, and the Board shall thereafter make the final decision on the entire action, including any determination to be made under the California Environment Quality Act (CEQA), in accordance with that chapter. The applicant's request for approval of terms of a Development Agreement requires approval by the Board, thus the Board is the final decision maker on the applicant's request for a Major Modification to their existing Use Permit, on advisory by the Planning Commission.

2. The procedural requirements for a use permit major modification set forth in Chapter 18.124 of the Napa County Code have been met.

**Analysis:** The use permit application has been appropriately filed, noticed, and public hearing requirements have been met. The hearing notice and intent to certify a Final Environmental Impact Report, adopt a Mitigation, Monitoring and Reporting Program, approve terms of a Development Agreement between the County and the Applicant and approve a Use Permit

Major Modification was posted and published in the Napa Valley Register on February 19, 2026, and copies of the notice were forwarded to the applicant, interested parties and property owners within 1,000 feet of the project parcels.

3. The grant of a use permit major modification, as conditioned, will not adversely affect the public health, safety, or welfare of the County of Napa.

**Analysis:** Granting the Use Permit Major Modification for the project as proposed and conditioned will not adversely affect health, safety or welfare of the County. Affected County divisions and departments have reviewed the project and commented regarding the proposed site access, grading, drainage, wastewater system capacity, parking, building permits, and fire protection. Conditions are recommended which will incorporate these comments into the project to assure the protection of the public health, safety, and welfare.

4. The proposed use complies with applicable provisions of the Napa County Code and is consistent with the policies and standards of the Napa County General Plan and any applicable specific plan.

**Analysis: Compliance with the Zoning Ordinance**

The project is consistent with Commercial Limited (CL) and Agricultural Watershed (AW) zoning district regulations. Hotels, restaurants and their accessory uses (see Napa County Code Section 18.28.030) are permitted in a CL zoned district with an approved use permit. The CL uses are confined to areas of the project parcels with the CL zoning district designation and do not infringe on AW zoned lands, except for an existing legal nonconforming parking lot and wastewater system that have been recognized for CL use by prior actions. The applicant has demonstrated that the project will not expand or enlarge the legal nonconformities beyond existing entitlements. The proposed project includes the continued operation of a winery facility and vineyards on AW zoned lands, with modification to the wineries wastewater system proposed to increase wastewater application for vineyard irrigation. The project, as conditioned, complies with all other requirements of the Zoning Code as applicable.

**Analysis: Compliance with the General Plan and other applicable specific plans**

As proposed and as conditioned, the requested Use Permit Major Modification is consistent with the overall goals and objectives of the General Plan (2008). The proposed Project is consistent with Agricultural Preservation and Land Use Element Policy AG/LU-45, which supports establishment of commercial uses on properties that are designated in the General Plan as Agricultural, Watershed and Open Space but that have a commercial zoning classification. Additional applicable Napa County General Plan goals and policies include;

Policy AG/LU-42: County review of non-residential development proposals shall address the balance of job creation and the availability of affordable housing.

**Analysis:** The proposed project includes a proposal for six (6) existing dwelling units on the South Parcel to be utilized for employee housing. Conditions are proposed which would restrict the units to employees of the project and allow the County to request documentation to verify their continued use as employee housing. The applicant also wishes to enter into a Development Agreement with the County, whereby they would seek to develop five (5) additional dwelling units in the County and deed restrict them to affordable rents.

Policy AG/LU-46: All existing and legally established nonconforming uses shall be allowed to continue to operate and to use existing buildings and/or facilities provided they are not determined to be a public nuisance or voluntarily abandoned as defined by the zoning ordinance. Legal nonconforming buildings and facilities may be rehabilitated or rearranged, as long as there is no increase in the intensity of use.

Policy CIR-16: The County shall seek to maintain an adequate level of service on roads and at intersections as follows. The desired level of service shall be measured at peak hours on weekdays.

- The County shall seek to maintain an arterial Level of Service D or better on all county roadways, except where maintaining this desired level of service would require the installation of more travel lanes than shown on the Circulation Map.
- The County shall seek to maintain a Level of Service D or better at all signalized intersections, except where the level of service already exceeds this standard (i.e., Level of Service E or F) and where increased intersection capacity is not feasible without substantial additional right-of-way.
- No single level of service standard is appropriate for un-signalized intersections, which shall be evaluated on a case-by-case basis to determine if signal warrants are met.

Policy CIR-18: Traffic safety and adequate local access will be priorities on roadway segments and at signalized intersections where a Level of Service D or better cannot be achieved. Therefore, proposed capital improvements and development projects in these areas shall be evaluated to determine their effect on safety or local access. Projects that improve safety, improve local access, or alleviate congestion will be prioritized.

Policy CIR-19: Applicants proposing new discretionary development projects with the potential to significantly affect traffic operations shall be required to prepare a traffic analysis prior to consideration of their project by the County and shall be required to mitigate project impacts and to pay their fair share of countywide cumulative traffic improvements based on their contribution to the need for these improvements.

Policy CIR-23: New uses shall provide adequate parking to meet their anticipated parking demand and shall not provide excess parking that could stimulate unnecessary vehicle trips or commercial activity exceeding the site's capacity. The concept of shared parking may be considered.

Policy CIR-28: The County supports programs to reduce single-occupant vehicle use and encourage carpooling, transit use, and alternative modes such bicycle, walking, and telecommuting, and shall seek to maintain total trips in the County using travel modes other than private vehicles (transit, walking, bicycling, public transit, etc.) at least at the 2006 levels.

Policy CIR-32: All developments along fixed transit routes shall provide appropriate amenities designed to encourage carpooling, bicycle, and transit use. Typical features could include public bus turnouts/access located in coordination with the Napa County Transportation and Planning Agency, bicycle lockers, and carpool/vanpool parking.

Policy CIR-33: Pedestrian and bicycle access shall be integrated into all parking lots where feasible and appropriate and considered in the evaluation of development proposals and public projects.

Policy CC-19: The County supports the identification and preservation of resources from the County's historic and prehistoric periods.

Policy CC-26.5: When discretionary projects involve potential historic architectural resources, the County shall require an evaluation of the eligibility of the potential resources for inclusion in the NRHP and the CRHR by a qualified architectural historian. When historic architectural resources that are either listed in or determined eligible for inclusion in the NRHP or the CRHR are proposed for demolition or modification, the County shall require an evaluation of the proposal by a qualified preservation architect to determine whether it complies with the Secretary of the Interior's Standards for Preservation Projects. In the event that the proposal is determined not to comply with the Secretary of the Interior's Standards, the preservation architect shall recommend modifications to the project design for consideration by the County and for consideration and possible implementation by the project proponent. These recommendations may include modification of the design, re-use of the structure, or avoidance of the structure.

Policy CC-28: As an additional incentive for historic preservation, owners of existing buildings within agricultural areas of the County that are either designated as Napa County Landmarks or listed in the California Register of Historic Resources or the National Register of Historic Places may apply for permission to reuse these buildings for their historic use or a compatible new use regardless of the land uses that would otherwise be permitted in the area so long as the use is compatible with agriculture, provided that the historic building is rehabilitated and maintained in conformance with the U.S. Secretary of the Interior's Standards for Preservation Projects. This policy recognizes that, due to the small number of existing historic buildings in the County and the requirement that their historic reuse be compatible with agriculture, such limited development will not be detrimental to the Agriculture, Watershed or Open Space policies of the General Plan. Therefore such development is consistent with all of the goals and policies of the General Plan.

Policy CC-33: The design of buildings visible from the County's designated scenic roadways shall avoid the use of reflective surfaces which could cause glare.

Policy CC-34: Consistent with Building Code requirements for new construction in rural areas, nighttime lighting associated with new developments shall be designed to limit upward and sideways spillover of light. Standards shall be as specified in the most recent update of the "Nonresidential Compliance Manual for California's 2005 Energy Efficiency Standards" or the "Residential Compliance Manual for California's 2005 Energy Efficiency Standards" published by the State of California. Light timers and motion sensors shall be used wherever feasible.

Policy CC-48: Where proposed commercial or industrial land uses are likely to produce noise levels exceeding the standards contained in this Element at existing or planned noise-sensitive uses, an acoustical analysis shall be required as part of the environmental review process so that noise mitigation may be included in the project design.

Policy CC-49: Consistent with the County’s Noise Ordinance, ensure that reasonable measures are taken such that temporary and intermittent noise associated with construction and other activities does not become intolerable to those in the area. Construction hours shall be limited per the requirements of the Noise Ordinance. Maximum acceptable noise limits at the sensitive receptor are defined in Policies CC-35, CC-36, and CC-37.

Policy E-12: The issues of housing and transportation are strongly linked to the county’s economic health. The County recognizes this interrelationship and will work to implement the goals and policies of the Circulation, Housing, and other elements of this General Plan to provide workforce housing, reduce traffic congestion, and improve the county’s economic health.

Policy E-13.5: Increasing the supply of workforce housing will help the County maintain a stable and locally based work force, reduce commuter traffic and air emissions, and support the local economy.

Policy H4j: To the maximum extent feasible, promote the development of housing concurrent with new non-residential development.

Policy H-2h: Maximize the length of time that affordable housing units stay affordable, particularly when units are developed using Affordable Housing Fund monies, produced through the inclusionary housing program, built upon County-owned land, or receive other forms of County assistance. Typically such units shall be deed restricted as affordable for a minimum of 40 years.

5. The proposed use would not require a new water system or improvement causing significant adverse effects, either individually or cumulatively, on the affected groundwater basin.

**Analysis:** The subject property is not located in a “groundwater deficient area” as identified in Section 13.15.010 of the Napa County Code, and is consistent with General Plan Conservation Policies CON-53 and CON-55 which require that applicants, who are seeking discretionary land use approvals, prove that adequate water supplies are available to serve the proposed use without causing significant negative impacts to shared groundwater resources. Minimum thresholds for water use have been established by the Department of Public Works using reports by the United States Geological Survey (USGS). These reports are the result of water resources investigations performed by the USGS in cooperation with the Napa County Flood Control and Water Conservation District. Any project which reduces water usage or any water usage which is at or below the established threshold is, for purposes of the application of the County’s Groundwater Conservation Ordinance, assumed not to have a significant effect on groundwater levels.

The proposed project plans to utilize a combination of groundwater and an allotment of potable water through an existing allotment agreement with the City of St. Helena. Water demand calculations submitted placed existing demand on the property (North Parcel, domestic and process water, 12.28 af/yr; vineyard irrigation, 1.22 af/yr; landscape irrigation, 2.38 af/yr; South Parcel, domestic, 1.36 af/yr; landscape irrigation, .26 af/yr; Lodi Lane residences, 1.56 af/yr) at a total of 19.06 af/yr. The project parcels are located within the GSA, which has a annual groundwater recharge rate of 0.3 af/yr. The existing uses on the project parcels are in excess of the parcel’s annual groundwater recharge. In order to maintain the project as a ‘no net increase’

to groundwater resources and cause no adverse impacts from the potential increase in groundwater use the project would utilize an existing agreement with the City of St. Helena for an allotment of 8.29 af/yr of city potable water use for exclusive use on the North Parcel. The applicant also proposes to develop water reuse systems throughout the project including application of treated winery process wastewater for vineyard irrigation (-0.92 af/yr), and greywater capture systems on the north and south parcels (-1.32 af/yr). The applicant's water system and wastewater feasibility studies demonstrates that these systems could reduce water and groundwater demand for the project, reducing total proposed water use from 19.06 af/yr to 18.71 af/yr, and reducing groundwater demand from 10.77 af/yr to 8.62 af/yr. The Project has been conditioned to limit groundwater use to 8.62 af/yr. The project would not increase groundwater extraction over existing demand. The County is not aware of, nor has it received any reports of, groundwater shortages near the project area. The project will not interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater level.

Therefore, the project is considered not to have potential to significantly impact groundwater resources. Because the projected water demand reduces groundwater use from the existing entitlements, the requested Use Permit is consistent with General Plan Goals CON-10 and CON-11, as well as the policies mentioned above that support reservation and sustainable use of groundwater for agricultural and related purposes.