
DATE: November 15, 2022 Item #6A

TO: Planning Commission & Historic and Cultural Preservation Committee

FROM: Isabel Castellano, Historic Preservation Specialist
Andrew Trippel, AICP, Planning Manager

SUBJECT: Hampton Inn Petaluma (Silk Mill) Expansion request for a City-wide Zoning Text Amendment, Historic Site Plan and Architectural Review (HSPAR), and Landmark Tree Designation for the property located at 409 Wilson Street, APN: 007-163-002, City Record Nos. PLZA-2022-0005, PLSR-2022-0005, and PLTR-2022-0013

RECOMMENDATION

It is recommended that the Planning Commission approve a resolution recommending to City Council adoption of a Zoning Text Amendment to modify Section 11.040 (Alternatives to On-Site Parking) to allow a reduction to the minimum parking requirements contained in Table 11.1 (Number of Automobiles Required) for all land uses (Tables 4.1 – 4.5 of Chapter 4 – Zone Districts And Allowable Land Uses) through proposed Minor or Major Adjustment processes, subject to certain findings and review authority approval, and amendments to associated references in Section 11.030 and Section 11.065 (Attachment A, Exhibit 1 and 2).

It is also recommended that the Historic and Cultural Preservation Committee approve a resolution approving Historic Site Plan and Architectural Review for proposed development of a two-story, 18-guest room, rear addition to the existing hotel, subject to conditions of approval, and approve a resolution of a Landmark Tree Designation for the existing ± 65-foot tall Canary Island palm tree, for the Hampton Inn Petaluma Expansion project located at 409 Wilson Street (Attachments B and C).

BACKGROUND

The Planning entitlements before Planning Commission and the Historic Cultural & Preservation Committee (HCPC) include a City-wide Zoning Text Amendment (ZTA), for which the review authority is the Planning Commission pursuant to IZO [§25.050](#). The requested Historic Site Plan and Architectural Review and Landmark Tree Designation are project-specific and at the discretion of the HCPC as directed by IZO [§15.050](#) and Petaluma Municipal Code [Ch. 8.28](#).

Given the scope of the overall Hampton Inn project and the interplay of the required entitlements, the item is being presented to both bodies at a joint meeting. This approach is supported by IZO [§15.020\(D\)](#), which states that when discretionary actions by both the Planning Commission and the Historic and Cultural Preservation Committee are required for a single project, the two bodies may consider their respective entitlements in a joint hearing as long as all applicable requirements of the ordinance and applicable law are met by such a joint hearing. While being considered at a joint meeting of the Commission and HCPC, the ultimate decision on each entitlement remains with the individual body.

The project requires that a ZTA to create flexibility for a parking reduction be adopted; however, approval of the ZTA would apply city-wide and therefore, it is important not to consider the ZTA solely based upon the project under review. In other words, the Hampton Inn Petaluma Expansion project is an example of how the proposed discretionary parking reduction described in the ZTA can incentivize preferred development by providing greater flexibility in parking requirements, and how the City can realize various goals and policies by more accurately ensuring that parking supply is reflective of project-specific parking demand factors.

For the project to be approved, the HCPC would need to approve HSPAR with conditional approval of the requested parking reduction and subject to adoption of the ZTA by the City Council, as well as subject to any other conditions of approval. Planning Commission may recommend approval of the ZTA as proposed, recommend approval of a modified ZTA proposal, or recommend denial of the ZTA to Council. The Planning Commission does not have discretion regarding the HSPAR or Landmark Tree designation.

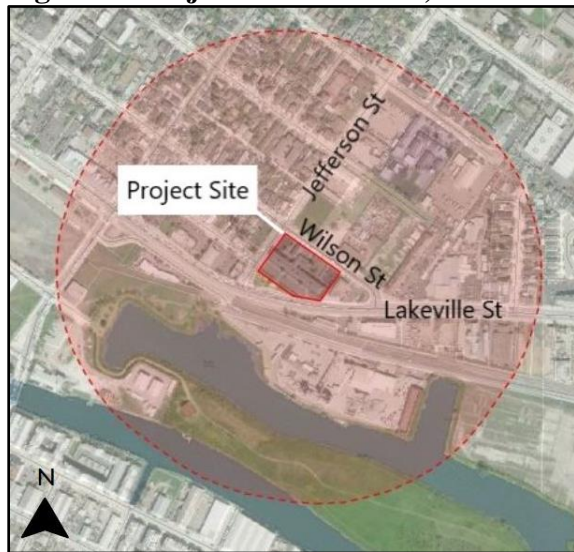
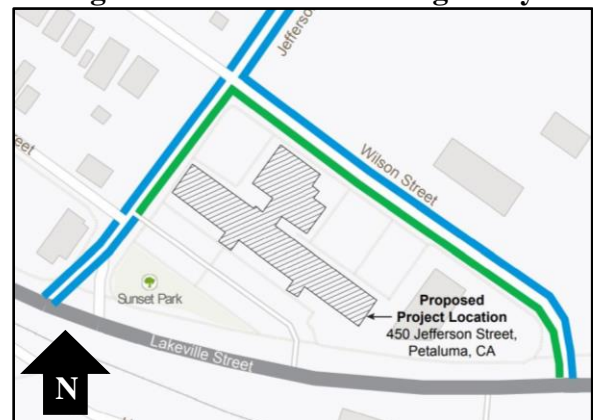
Should the Planning Commission recommend denial of the proposed ZTA the ZTA application would not proceed to City Council unless an appeal is filed, at which time it would be brought before the City Council for consideration of the appeal. If Planning Commission modifies the proposed ZTA from what is proposed, the HSPAR resolution may require modification prior to adoption to align with the modification(s).

Project Description

The project site is located northeast of the City's downtown and is situated between Jefferson Street, Wilson Street, and Lakeville Street. The site is less than 0.2 miles East of Petaluma's SMART Downtown Station. Based on the available Sanborn maps and Historic Structural Report completed by Preservation Architecture dated 2009, the property was formerly used as a 19th century textile mill building. Structures on the site include the main building, an engine/machine room, a dye house, and a water tower. Through an adaptive re-use project [approved by HCPC on February 23, 2016, (Resolution No. 2016-01)], the site and structures were modified for the site's current Hampton Inn Hotel use. The site is zoned Mixed Use 2 (MU2) zone with neighboring zones of Mixed Use 1A (MU1A), Industrial District (I), Civic Facility (CF), and Residential 3 (R3) (refer to Figure 2).

The Hampton Inn Petaluma Expansion project proposes an expansion of the existing 19,800 square foot, 75-room hotel facility. The proposal includes new construction of a two-story, rear addition to the existing hotel that would be approximately 34 feet in height with a building footprint of 4,330 square feet in an area that is currently used for outdoor gathering space. The new structure would add approximately 8,660 square feet of floor area to create 18 two-bed guest rooms to the existing facility. The new two-story building would feature an exterior staircase with landing to provide access to second floor hotel rooms and a smaller outdoor courtyard gathering area would be constructed. Landscape improvements would integrate the new addition into the existing facility.

When completed, the existing building footprint with the proposed addition would total approximately 24,130 square feet and support 93 hotel guest rooms. Currently, there are only (14) double rooms (18%) and 61 King/single rooms (82%). The additional (18) double rooms would create more accommodations for families and respond to market demand.

Figure 1: Project Location w/1,000 ft radius**Figure 2: Project Site****Figure 3: Project Zoning Context****Figure 4: On-Street Parking Study****Figure 3: Project Zoning Context.**

The proposed site plan includes 77 onsite parking spaces to support the 93 guest rooms. Pursuant to Implementing Zoning Ordinance (IZO) [Section 11.030 Off-Street Parking – General Regulations](#), off-street parking is required for the entirety of the existing and proposed Lodging – *Hotel/Motel land use*, and the minimum required parking for Hotels and Motels is one space per sleeping unit and 1 space for owner or manager. Therefore, the minimum number of required parking spaces for the entire 93-room hotel would be 94 spaces ([§11.060, Table 11.1](#)). The 77 onsite parking spaces equate to a reduction of 19 percent from what is required by current zoning regulations.

While [Section 11.040 Alternatives to On-Site Parking](#) allows for the minimum parking requirement to be satisfied through the provision of off-site parking spaces, it does not allow for an overall reduction in the minimum number of required parking spaces. The Applicant submitted a Zoning Text Amendment (ZTA) application requesting to modify IZO Section 11.040 (Alternatives to On-Site Parking) to provide for a discretionary review process to consider requests for reductions to minimum parking requirements contained in Table 11.1 (Number of Automobiles

Required) on a case-by-case basis. The proposed ZTA could be applied to all land uses and is not limited to motel/hotel uses. Additionally, as proposed the discretionary review process contains specific findings that would be required to approve a parking reduction.

Required Planning Entitlements

The required Planning entitlement for this project is Historic Site Plan and Architectural Review (HSPAR). Alterations to designated properties are subject to review by the HCPC pursuant to the IZO [Chapter 15 Historic Preservation](#) and the Secretary of the Interior Standards for the Treatment of Historic Properties through the Historic Site Plan and Architectural Review (HSPAR) process. An HSPAR application has been submitted for discretionary review.

To approve HSPAR, approval of the request for a 19 percent reduction in minimum required parking, as reflected on the proposed site plan, must also be granted. In order for the parking reduction to be considered, the City must first adopt a Zoning Text Amendment (ZTA) to Section 11.040 Alternatives to On-Site Parking to create a discretionary parking reduction policy that would direct review of the request for reduced parking. Additionally, Section 11.065 would require amendment to remove variance as the discretionary process for parking reductions, generally.

The proposed ZTA provides a process by which the Hampton Inn project specifically can be approved with the requested parking reduction. However, the ZTA is structured to be able to be applied Citywide on a case-by-case basis and subject to findings included in the code as discussed below. The proposed ZTA would provide the City with greater flexibility to approve projects with reduced onsite parking when a project is aligned with City goals, policies, and initiatives. The ZTA creates a discretionary review option to consider requests for parking reductions for individual project, subject to certain findings demonstrating that the amount of parking proposed is sufficient for the nature of the use. Consistent with IZO Chapter 27 (Amendments), the ZTA requires a recommendation from Planning Commission and adoption by City Council.

Below is a brief summary of changes included in the ZTA. The specific code changes are included at Exhibit 2 of Attachment A. Additional analysis is included in the Discussion section of this staff report.

Summary of Proposed Section 11.040.D Amendment

- **Minor Adjustment.** A minor adjustment to required onsite parking of 25 percent or less may be approved at the discretion of the Director or the review authority for associated project entitlements if it is determined that the reduction is consistent with required findings.
- **Major Adjustment.** A reduction to required onsite parking of 25 percent or greater may be granted through Conditional Use Permit approval if it is determined that the reduction is consistent with required findings.
- **Required Findings.** The review authority may, as a condition of project approval, approve an increase or decrease in parking spaces after first making the following findings:
 - a. A parking demand analysis (for Minor Adjustment) or parking demand study (for Major Adjustment), provided by the Applicant, demonstrates that the proposed use will generate parking demand different from the standards specified in Table 11.1 due to one or more of the following factors:

- i. Adequate off-site parking availability;
 - ii. Underutilization of existing on-site parking as a result of specific land use characteristics;
 - iii. Access to alternative transportation modes, including proximity to public transit; or
 - iv. Access to and use of alternative transportation programs (such as bike-share, carshare, electric bikes, electric scooters, or local crosstown connector service).
- b. The number of parking spaces approved will be sufficient for the safe, convenient, and efficient operation of the use.
- c. Overall project characteristics, such as location, access to alternative transportation modes, and incorporation of alternate transportation programs, support reduced onsite parking and associated City goals, policies, and initiatives related to climate action, enhanced connectivity, economic vitality, and community character.

As presented in Attachment B, the draft resolution for approval of HSPAR is contingent upon the City Council's adoption of the proposed ZTA that creates flexibility for a parking adjustment. Additionally, required findings have been incorporated into the resolution specific to the minor adjustment of 19% of required onsite parking for the Hampton Inn Expansion project. If the Planning Commission modifies the proposed ZTA prior to recommending City Council approval, modifications to draft HSPAR resolution Condition 21 may be necessary.

DISCUSSION

Given the scope of the ZTA, Major HSPAR, and Landmark Tree Designation applications, the City retains broad discretion, and the applications are subject to the following standards of review:

- Petaluma General Plan
- Implementing Zoning Ordinance (IZO)
 - IZO Chapter 25 (Amendments)
 - IZO Chapter 11 (Parking and Loading Facilities, Off-Street)
 - IZO Chapter 15 (Preservation of the Cultural and Historic Environment)
 - IZO Chapter 17 (Tree Preservation)
 - IZO Chapter 18 (Public Art)
 - IZO Section 24.050 (Site Plan and Architectural Review)
- Municipal Code – Chapter 8.28, Heritage, and Landmark Trees
- Secretary of the Interior's Standards for the Treatment of Historic Properties

Below is analysis specific to each of the project entitlements, including the proposed ZTA, HSPAR, and Landmark Tree Designation. Additional sections, including Public Outreach, City

Council Goal Alignment, Climate Actions/Sustainability Impacts, and Environmental Review consider the whole of the project.

Zoning Text Amendment

In Spring of 2019, Petaluma's City Council declared a climate emergency to address the adverse effects of climate change and to reduce greenhouse gas emissions, to the highest extent possible, in future years. Following this declaration, the City adopted an aggressive goal of achieving carbon neutrality by the year 2030 via an adopted Climate Emergency Framework and corresponding Climate Ready 2030 initiative. The framework recognizes that one of the City's largest and increasing contributors to greenhouse gas emissions is transportation, and the carbon-neutral goal is to initiate a massive local economic impulse and model 21st-century green architecture, landscape design, and engineering to restore ecological balance and economic stability. Additionally, two goals of the City's 2025 General Plan seek to minimize the contribution of greenhouse gases from new construction and expand and improve transit and shared mobility services to be more accessible and attractive than single occupancy-vehicle use. Carbon neutrality continues to be one of the City's highest-ranked goals. To help achieve this goal, the City must reduce its dependence on automobiles.

California Minimum Parking Mandates

To address statewide climate and housing challenges, the State has acted to reform parking by adopting the following mandates:

- Assembly Bill 744 (2015), which limits the maximum parking requirement for affordable housing developments within ½ mile of a major transit stop to .5 parking spaces per bedroom;
- Senate Bill 1069 (2016) and Assembly Bill 2299, which eliminate off-street parking requirements for ADUs under specific conditions, including within a half-mile radius of transit and within designated historic districts.
- Assembly Bill 1401 (2021) prohibits a public agency with a population of 75,000 to 600,000 from imposing minimum parking requirements on residential or commercial development within ¼ mile of public transit.
- Assembly Bill 2097 (2022), which precludes a city from imposing or enforcing minimum parking requirements on all residential and most commercial development projects within ½ mile of a major transit stop. Instead, jurisdictions are instructed to allow the market to determine the optimal number of parking spots needed in each project, as defined by Govt. Code Section 65863.2(e)(6). This bill allows cities to impose minimum parking requirements if, within 30 days of the completed application, the city makes specific findings about the negative effects of not having parking. However, this exception cannot be made if the proposed project includes at least 20% affordable units, or if the development is less than 20 units. AB 2097 does not apply to hotels unless a hotel includes a certain percentage of affordable dwelling units.

These parking reform mandates demonstrate that the State sees that minimum parking requirements result in less efficient land use patterns that can have direct impacts on higher intensity development patterns that incentivize modal shift to alternative transportation modes, housing affordability, and may adversely affect the ability to construct affordable housing.

Eliminating minimum parking standards, not only disincentivizes people to drive and own vehicles which contributes to carbon neutrality goals, but it reduces barriers to the production of all housing types, including affordable housing.

Neighboring Bay Area Minimum Parking Mandate Modifications

Over the past few years, certain Bay Area cities have eliminated minimum parking requirements for designated areas of their communities, and others such as San Francisco, Alameda, Emeryville, and Berkeley, have eliminated minimum parking requirements citywide. Below is a summary of these modifications to local city mandates.

- San Francisco: No minimum parking mandates for any land use except mortuary. Parking maximums are applied to most uses.
- Alameda: Minimum parking requirements were eliminated citywide and parking maximums were implemented.
- Oakland: No minimum required parking in the city center; however, there is a parking maximum requirement.
- Emeryville: No parking minimum parking requirement for any use.
- Berkeley: No parking requirement for new residential development of any size, except for new developments on certain narrow streets in the hills, and parking maximums for new residential uses.
- Santa Rosa: Eliminated minimum parking requirements for any land use within the Downtown Station Area boundary through the adoption of a new Downtown Station Area Specific Plan.
- Healdsburg: In the city's downtown area, there are no minimum or maximum parking requirements for non-residential uses in developments less than 15,000 square feet.
- San Jose: In June 2022, San Jose City Council voted to create a policy to eliminate the city's minimum parking requirements for new developments which is intended to be implemented by the end of 2022.

City Council Study Session

On March 28, 2022, the City Council held a joint study session with the Planning Commission and Pedestrian and Bicycle Advisory Committee to discuss holistic changes to the City's existing parking standards adopted with the IZO. After presentation and discussion the City Council provided unanimous feedback to staff to explore aggressive changes to local parking regulations such as eliminating minimum parking standards, adopting maximum parking standards, and increasing requirements for parking to facilitate active transportation alternatives. While a holistic code update is anticipated to be developed for adoption in 2024, the proposed ZTA provides an interim solution to allow consideration of reduced parking as part of the entitlement process.

Zoning text amendments are governed by Chapter 25 of the Implementing Zoning Ordinance. Chapter 25 provides for Planning Commission to recommend zoning text amendments for approval to the City Council after finding that the proposed amendment is in conformance with the City's General Plan and consistent with the public necessity, convenience, and general welfare.

The purpose of IZO [Chapter 11 Parking and Loading Facilities, Off-Street](#) is to “establish regulations to reduce street congestion and traffic hazards in the city of Petaluma by incorporating

safe, adequate, attractively designed facilities for off-street parking and loading as an integral part of every use of land in the city.” The primary regulatory tool used to implement this purpose is the establishment of land use-based minimum parking requirements as described in IZO Table 11.1 where parking requirements are based on size and intensity of uses as measured various factors such as a building’s gross floor area (commercial and industrial land uses), number of dwelling units (residential), number of patron seats for a business (restaurants, salons), number of employees, or other primary factor that may generate demand for parking. Alternatives to providing required off-street parking are provided in [§11.040 Alternatives to On-Site Parking](#). They include:

- A. Providing required parking up to 600 feet from the site of the use being served and required bicycle parking up to 100 feet from the site.
- B. For multi-use sites, permanently allocating the requisite number of spaces for each use in a common parking facility, located not farther than 300 feet from the site of any such participating use.
- C. Providing valet parking at an approved parking facility more than 300 feet from the facility served, together with a developer or occupant-provided valet service, subject to certain standards.
- D. Sites within the Parking Assessment District

These alternatives do not reduce the number of parking spaces required; instead, they simply allow vehicular parking to be located elsewhere.

Rather than ensuring that the minimum number of parking spaces is provided in some format, the proposed text amendment seeks to recognize that there may be a reduced demand for parking based on special circumstances such as proximity to transit or pedestrian and bicycle infrastructure, changing transportation needs due to innovations such as ride-hailing car services, or to align current parking development standards to broader citywide and statewide carbon neutrality goals.

Currently, modifications to Petaluma’s parking requirements are allowed in only three scenarios as provided by [Section 11.065 Power of the Zoning Administrator \(Director\) to Modify Requirements](#):

- 1. When compact spaces are proposed, subject to Planning Commission review and approval;
- 2. When elderly housing or retirement homeland uses are proposed and can demonstrate that vehicle use or ownership is significantly lower than for other dwelling types, a parking reduction may be approved at the Community Development Director’s discretion; and
- 3. When a common off-street parking facility, located within 300 feet of the uses served, will provide 20 or more parking spaces, a parking requirement may be reduced by Conditional Use Permit approval, subject to findings and certain conditions of approval.

Outside of these three scenarios, a request for a reduction in the number of required parking spaces is made through a variance application subject to review by the Planning Commission. The challenge with this approach is that the state mandated findings necessary to approve a variance are not based upon transportation, land use, location, or use and operational factors that uniquely affect demand for parking. Therefore, it is generally impractical to approve parking reductions through the variance process. unable to recommend approval of a request for variance to reduce the number of required parking spaces.

The City's SmartCode offers a more flexible policy approach to establishing minimum parking requirements for projects. [SmartCode Section 6.10.030 Reduction of Parking Requirements](#) allows for greater flexibility for modifications to reduce parking requirements. This includes agreements with the City to have alternative parking requirements, sharing on-site parking with neighboring properties, providing off-site parking or valet parking, or parking waivers supported by quantitative information that documents the need for reduced parking or adequate parking in the vicinity. However, these modifications are limited to the areas covered by the SmartCode, only. The approach of the proposed ZTA is a more robust approach that could be applied citywide and to all land uses.

Parking Reform

On March 28, 2022, the City of Petaluma with hired consultant Nelson\Nygaard, held a study session at a City Council hearing to discuss how parking and associated parking regulations shape the character and behavior of Petaluma and best practices and tools to guide the development of new off-street parking policies to meet the City's General Plan and the Climate Ready 2030 goal of reducing Petaluma's car dependency and achieving carbon neutrality by 2030. The study session discussed the existing zoning framework that guides the city's parking regulations and the benefits and trade-offs of policies implemented in other cities. A robust study of existing street parking conditions is forthcoming in addition to another workshop at City Council. Nelson\Nygaard's study will feed into updates to the City's Implementing Zoning Ordinance and new parking rules for development projects in Petaluma.

On March 30, 2022, a Zoning Text Amendment application was received by Arris Studio Architects on behalf of BPR Properties LLC requesting to modify the required parking requirement for the Hampton Inn Petaluma Expansion project to support their HSPAR application proposing to expand the hotel by 18 guest rooms while maintaining the existing number of parking spaces. Their request for a reduced parking requirement cites underutilization of existing surface parking spaces, the prevalence of ride-hailing services available to guests, and access to other modes of transit used by guests. The applicant team also provided a parking study summarizing their parking utilization at peak times of the week and the availability of on-street parking within a block of their hotel site. Planning staff recognized that AB 2097 may be applicable to the project and waited for its adoption. However, the new legislation does not eliminate minimum parking requirements for hotel land uses except for affordable housing hotels and is, therefore, not applicable to the Hampton Inn Petaluma Expansion HSPAR application.

Proposed Zoning Text Amendment

The proposed Zoning Text Amendment would be applicable to all land uses as described in Tables 4.1 – 4.5 of Chapter 4 – Zone Districts And Allowable Land Uses. This broad scope would allow the City the greatest degree of flexibility when establishing minimum parking requirements and would allow the IZO to continue to be responsive to evolving multi-modal transportation patterns, evolving development patterns and community needs, and City goals, and it would provide for continuous alignment with local and state parking reform mandates, regardless of other changes in the future.

The proposed amendment to IZO Section 11.040, would grant designated review authorities the discretion to reduce a project's minimum parking requirement in cases where the project can

demonstrate that demand for parking would be less than that required by the Table 11.1 and where the review authority can make certain additional findings in order to approve such a request.

The proposed amendment outlines two processes through which required parking can be adjusted:

1. **Minor Adjustment.** A reduction to required onsite parking of 25 percent or less to be approved at the discretion of the Director or the review authority for associated project entitlements if certain findings are met.
2. **Major Adjustment.** A reduction to required onsite parking of 25 percent or greater may be granted through Conditional Use Permit approval if it is determined that the reduction is consistent with certain findings.

This approach provides the City with a policy that is flexible and adaptive to unique project characteristics. It recognizes that a project's location within the City, proximity to transit facilities or other alternative transportation infrastructure, or evolving local policies may result in reduced demand for parking. At the same time, it continues to recognize that parking is primarily a function of land use in that it requires conditional use permit approval for reductions greater than 25 percent of the minimum parking required.

To ensure that the City continues to regulate parking as a means to reduce street congestion and traffic hazards in the city of Petaluma, review authorities are required as a condition of project approval, to first make certain findings in order to approve an increase or decrease in parking spaces:

- a. A parking demand analysis or parking study prepared by a qualified professional, provided by the Applicant, demonstrates that the proposed use will generate parking demand different from the standards specified in Table 11.1 due to one or more of the following factors:
 - v. Adequate off-site parking availability;
 - vi. Underutilization of existing on-site parking as a result of specific land use characteristics;
 - vii. Access to alternative transportation modes, including proximity to public transit; or
 - viii. Access to and use of alternative transportation programs (such as but not limited to bike-share, carshare, electric bikes, electric scooters, or local crosstown connector service).
- b. The number of parking spaces approved will be sufficient for the safe, convenient, and efficient operation of the use.
- c. Overall project characteristics, such as location, access to alternative transportation modes, and incorporation of alternate transportation programs, support reduced onsite parking and associated City goals, policies, and initiatives related to climate action, enhanced connectivity, economic vitality, and community character.

Each of these processes would require that the applicant provide either a parking demand analysis (for Minor Adjustment) or parking demand study (for Major Adjustment) adequately

demonstrating that the number of parking spaces approved will be sufficient for its safe, convenient, and efficient operation of use.

Amendments are also proposed to align Section 11.030 and Section 11.065 with the proposed amendment to Section 11.040. These amendments to associated references include:

Section 11.030(C) – add “unless modified by Section 11.040 (Alternatives to On-site Parking)”

Section 11.065 – add “D. When a request for reduction in on-site parking has been submitted and approved pursuant to Section 11.040(D), the number of parking spaces may be modified without further action by the zoning administrator (director).”

(See Attachment A, Exhibit 2 – Draft Redline of Proposed Amendments to IZO Chapter 11.)

General Plan Consistency

The General Plan establishes density and intensity standards for each type of land use and designates the location, distribution, and extent of the land uses in the City. The proposed Zoning Text Amendment is in general conformity with the Petaluma General Plan 2025 goals and policies in that the amendment does not change the general character of current zoning regulations. The current zoning regulations would continue to regulate parking by requiring a minimum number of parking spaces, but the proposed ZTA would allow for a new review process of proposed reductions to minimum parking requirements, which creates greater flexibility in achieving parking compliance for a variety of land uses throughout Petaluma.

The ZTA aligns with many of the City’s land use policies that meet the long-term needs of the community, including:

- Policy 1-P-6 Encourage mixed-use development, which includes opportunities for increased transit access;
- Policy 1-P-7 Encourage flexibility in building form and in the nature of activities to allow for innovation and the ability to change over time;
- Policy 1-P-11 Allow land use intensification at strategic locations along the arterial corridors leading to Downtown and Central Petaluma, including aging commercial and industrial sites;
- Policy 1-P-12 Encourage reuse of under-utilized sites along East Washington Street and Petaluma Boulevard as multi-use residential/commercial corridors, allowing ground-floor retail and residential and/or commercial/office uses on upper floors; and
- Policy 1-P-27 Encourage innovative site and building design to address parking solutions such as shared, structured, and/or underground facilities.

Additionally, the ZTA supports the City’s focus on protecting and enhancing the City’s identity and increasing connectivity:

- Policy 2-P-5 Strengthen the visual and aesthetic character of major arterial corridors by intensification via infilling, the orientation of façades toward the street, appropriate building height, and interior parking lot configuration on the parcel;

- Policy 2-P-11 Encourage and support the rehabilitation and development of buildings and structures reflective of the history of Petaluma's rich agricultural and river-oriented industrial past and present;
- Policy 2-P-14 Promote the development and intensification of the Downtown commercial core as both a visitor destination and a neighborhood retail center;
- Policy 2-P-20 Allow a greater diversity and intensity of activities while strongly supporting the continuation of traditional river-dependent, agricultural support and other industries;
- Policy 2-P-23 Facilitate development patterns that provide an urban edge along East Washington Street, providing visual continuity and cohesiveness, and increased safety;
- Policy 2-P-27 Enable opportunities for a variety of synergistic and compatible uses adjacent to the Petaluma Marina;
- Policy 2-P-28 Support infill and intensification of business park/light industrial uses at the eastern end of the subarea;
- Policy 2-P-29 Encourage reuse and intensification of sites west of Casa Grande Road by permitting a diverse range of uses (including residential) at moderate to high intensities;
- Policy 2-P-30 Encourage new development between the Marina and Lakeville Highway to be compatible and synergistic with the Marina complex;
- Policy 2-P-49 Encourage the development of small-scale Neighborhood Commercial uses at the Corona/ Skillman/Petaluma Boulevard North corners;
- Policy 2-P-54 Reinforce existing Neighborhood Commercial uses at West Payran Street encourage intensification and expansion of the existing center to provide a wider range of products to meet the needs of the surrounding neighborhoods;
- Policy 2-P-55 Encourage development of the area south of Payran Street as an urban corridor, with a mix of uses comparable to those of the Central Petaluma Specific Plan, increasing in intensity approaching Downtown;
- Policy 2-P-75 Allow development and redevelopment to intensify the land uses while preserving the quality and character of the Old East D Street neighborhood;
- Policy 2-P-76 Develop the area with a diverse range of commercial and residential uses with intensity and character appropriate to a central urban neighborhood;
- Policy 2-P-78 Foster intensification and redevelopment of existing Neighborhood Commercial centers in the McDowell Boulevard corridor;
- Policy 2-P-80 Encourage intensification of the Petaluma Plaza and Plaza North sites with a diverse range of Community Commercial uses;
- Policy 2-P-107 Encourage the development/redevelopment of small neighborhood serving commercial; and

- Policy 2-P-108 Encourage intensification/redevelopment of the existing Neighborhood Commercial uses at Casa Grande Road/McDowell Boulevard South.

The ZTA aligns with the General Plan goals related to improving air quality and addressing transportation needs, including:

- Policy 4-P-7 Reduce motor vehicle-related air pollution;
- Policy 4-P-11 Promote ridesharing and car-sharing programs; and
- Policy 5-P-43 Support efforts for transit-oriented development around the Petaluma Depot and along Washington Street, Petaluma Boulevard, McDowell Boulevard, Lakeville Street, and other transit corridors.

The ZTA also supports the City's policies regarding economic vitality and opportunity:

- Policy 9-P-1 Retain and attract 'basic' economic activities that bring dollars into the local economy by exporting products and services;
- Policy 9-P-10 Encourage economic development that will enhance job opportunities for existing City residents by providing incentives for proposals that: Provide jobs that match the skills (occupations) of unemployed or underemployed workers who live in Petaluma, and/or commit to first-source hiring for workers who live in Petaluma, and/or Pay wages that enable workers to live in Petaluma;
- Policy 9-P-12 Maintain and expand Downtown as a hub of commercial and retail activity with residential opportunities;
- Policy 9-P-14 Plan and locate retail use appropriately to their types and the sites available;
- Policy 9-P-16 Strengthen existing retail concentrations.

Findings

Zoning Text Amendment are governed by Chapter 25 of the Implementing Zoning Ordinance and by California Government Code Section 65853. Chapter 25 provides that the Planning Commission may recommend approval of Zoning Text Amendment to the City Council based on Planning Commission findings that the proposed amendments are in conformance with the City's General Plan and consistent with the public necessity, convenience, and general welfare.

To recommend the proposed amendments to the City Council the Planning Commission must find that they conform to the Petaluma General Plan and are consistent with the public necessity, convenience, and general welfare in accordance with IZO Section 25.050.B. The Planning Commission has broad discretion to deny the Zoning Text Amendment, recommend approval of the proposed amendment, recommend approval of modifications, or recommend approval of an alternative hybrid. A simple majority vote of the Commission members present, assuming a quorum of Commissioners is present, suffices to approve a resolution recommending action on the amendments to the City Council.

The proposed Zoning Text Amendment is in general conformity with the General Plan 2025 in that the amendment does not change the general character of current zoning regulations. The current zoning regulations would continue to regulate parking by requiring a minimum number of parking spaces, but the proposed ZTA would allow for a new review process of proposed

reductions to minimum parking requirements, which creates greater flexibility in achieving parking compliance for a variety of land uses throughout Petaluma. The ZTA aligns with and would implement numerous General Plan goals and policies intended to meet the long-term needs of the community, that focus on protecting and enhancing the City's identity and increasing connectivity, are related to improving air quality and addressing transportation needs, and that support economic vitality and opportunity.

The proposed Zoning Text Amendment is consistent with the public necessity, convenience, and welfare in that it will provide greater flexibility for the City to consider parking adjustments as part of project consideration in order to reduce vehicle-related air pollution, increase utilization of non-vehicular transportation modes, and reduce auto dependent design, all of which support policies of the General Plan.

Staff Analysis – Hampton Inn Petaluma Expansion

Historic Context

The project site was formerly known as the Petaluma Silk Mill and was designed by San Francisco architect Charles I. Havens in 1892. Early work, including extensions and additions to the textile mill building, were completed after the 1906 earthquake and in 1922 by Petaluma architect Brainerd Jones. As noted by the Historic Structural Report completed by Preservation Architecture dated 2009, the textile mill building features terminology relating to industrial mills of the 20th century with timber framing elements, double-layered flanking floors, brick construction with segmented and rowlock brick arches, fire towers, steel windows, and external stairs.

The Silk Mill was listed on the National Register of Historic Places (NR#86000386) and the California Register of Historic Resources in 1986. The Historic Petaluma Silk Mill exhibits a period of significance spanning from 1892 to 1924 with individually significant years identified as 1892, 1906, and 1922. The building is significant in the areas of architecture, commerce, and industry. In particular, it is significantly based on its association with local historical events and trends, most notably industrial development, textile manufacturing, and transcontinental commerce. The building also meets the local definition of "Landmark" which refers to those buildings or sites listed on the State Office of Historic Preservation's Directory of Historic Properties (Implementing Zoning Ordinance §15.040(A)). The Silk Mill's existing conditions are due to an accumulated historic effort for rehabilitating the former industrial site into the Hampton Inn Hotel.

On November 24, 2009, City Council approved a General Plan 2025 Land Use Map amendment that changed the land use designation for the Silk Mill site from High-Density Residential to Mixed-Use, to allow a mixture of uses, renovation, and re-use of the existing Silk Mill structures.

On February 23, 2016, the HCPC approved the Silk Mill Renovation project (Resolution No. 2016-01). The approval authorized the rehabilitation and adaptive re-use of the historic Petaluma Silk Mill into a new 76-room hotel. After the approval and during the time of construction only 75 rooms were developed. The project also included the repair and structural reinforcement of the existing firebox and chimney stack.

On March 13, 2018, the HCPC approved the modification to Silk Mill's firebox and chimney stack, confirming substantial conformance with the prior approval to the structure granted by HCPC Resolution No. 2016-01. The proposed modifications (partial retention of the chimney stack)

resulted in a reduction in height and decreased the chimney stack visibility from Lakeville Highway.

Figure 5: Sanborn Map, 1910.

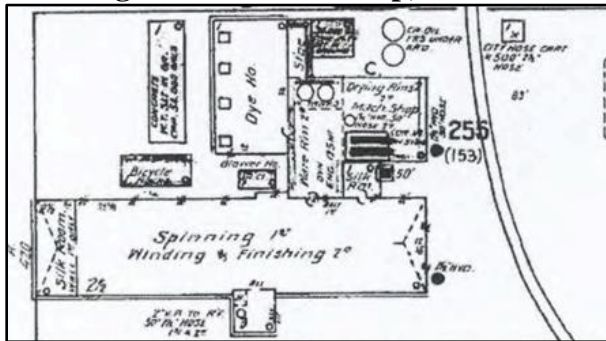


Figure 6: Sanborn Map, 1926.

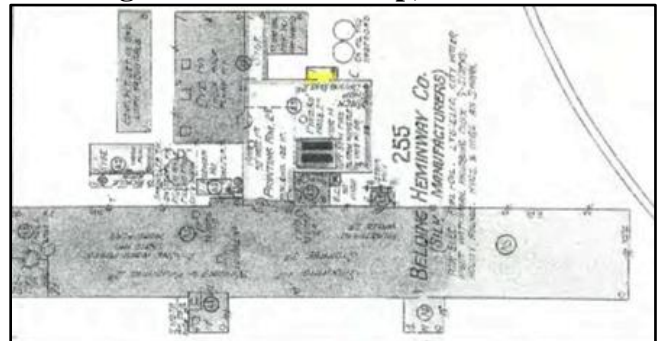


Figure 7: Sanborn Map, 1950.

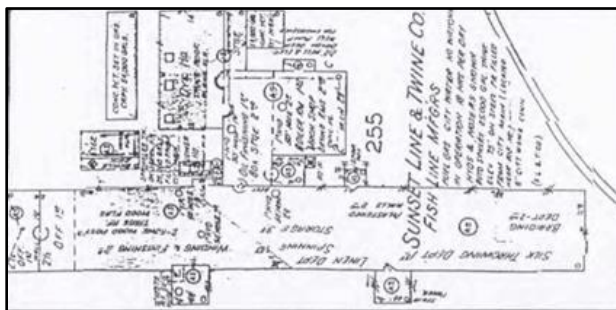
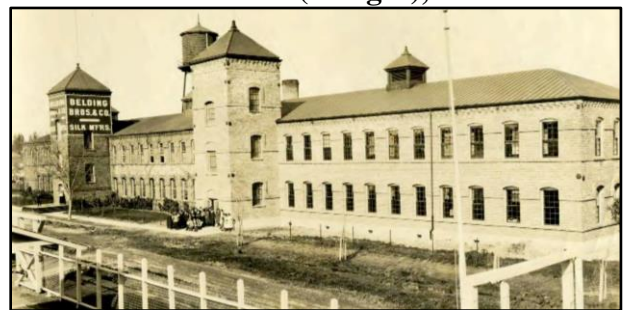


Figure 8: Silk Mill with recent addition (at right), 1922.



Existing Site Plan

The site area is approximately 63,504 square feet (sq ft), or 1.46 acres, with existing lot coverage of 31 percent. The former Silk Mill and its associated structures including the former Dye House and Engine/Machine room, currently house the Hampton Inn Hotel with 75 guest rooms. All structures are connected to form a single building. The building footprint of the combined existing structures is 19,800 square feet. Abutting the former Engine/Machine room's south façade and the former Silk Mill's north façade, is an existing 3,600 square foot south yard currently used as an outdoor area. The outdoor area's existing landscape includes a perimeter of low vegetation, a square, and flat deck, and one centrally located canary island palm tree in a raised planter. At the northwest corner of the outdoor area is an electrical equipment unit. The site has minimal lighting in parking areas and low-profile sidewalk lighting. There is a walkable path around all sides of the outdoor area, however, there are no seating areas. A total of 77 on-site parking spaces are located on the front and rear sides of the property. Street parking is also available on either side of Jefferson and Wilson Street.

Proposed Site Plan

As previously noted within this staff report, the project modifies the existing outdoor space, located on the North-East corner of the property, facing Wilson Street to introduce a new 8,660 square feet rear expansion and 950 square feet courtyard space. The Silk Mill's National Register nomination form, dated 1986, described this outdoor area as an unpaved area used for loading and parking which also contained an "imposing Canary Island palm tree." The hotel continued supporting the

outdoor area as an amenity to hotel guests. The tree's central location currently limits the outdoor area's development for new guest bedrooms. Therefore, the project proposes to encircle the canary island palm tree on three sides with the proposed building. A new courtyard preserves the existing tree and facilities an outdoor space for hotel guests.

The rear expansion does not physically connect to the historic building other than by a second-floor exterior landing to the former Engine Room on its South elevation. The exterior landing provides for a connection between the second floors and provides access to the existing outdoor staircase. The rear expansion is proposed to be sited approximately 14 feet parallel to the former Engine room and 13 feet parallel to the former silk mill building.

Landscape is proposed around the perimeter of the new building with low-shrub vegetation along with planters and a fixed green trellis wall integrated within the new courtyard. Renderings demonstrate a new raised planter to support the existing canary palm tree (Figure 11). The courtyard is proposed as an open amenity space for hotel guest use, with neutral color and accessible pavers. Minimal lighting and loose outdoor furniture are also intended for the courtyard.

Figure 9: Project Site, view from Wilson Street.



Figure 10: Site Plan

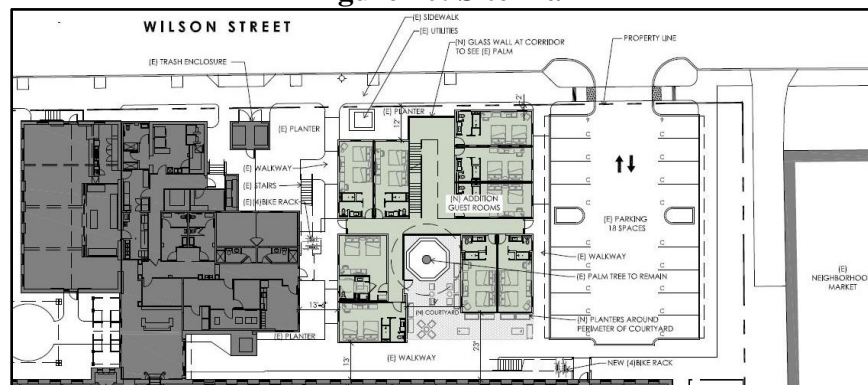


Figure 11: Courtyard



Proposed Ground/First & Second Floor

The proposed rear expansion's floor plans indicate the expansion functions as a secondary building, supporting an additional 18 guestrooms for hotel use (9 guestrooms in each floor), with an approximate width of 69 feet by 82 feet, and height of 34 feet. The orientation of the building is parallel to the former Engine room and divides the space into asymmetrical quadrants with a central corridor and two secondary corridors to access the guestrooms. The ground/first floor and second floor have identical floor plans and support a double height atrium with an open metal staircase.

The guestrooms have been placed in various rotations and on the North and South side to maximize interior and exterior visibility of the canary palm tree. The guestrooms vary in widths to provide accessible rooms and support an efficient interior furniture and bathroom plan. The use of glazing carried from the ground to the second floor, and to the underside of the roof, provides for an open and inviting hallway and a clear view of the canary island palm tree from the courtyard and Wilson Street. Additional lighting within the interior hallways provides for a theatrical lighting scheme of the canary palm tree throughout the day. The courtyard may be accessed from the South side of the building, entering from the South parking lot and from the building's ground floor secondary corridor.

Figure 12: Ground/First Floor Plan

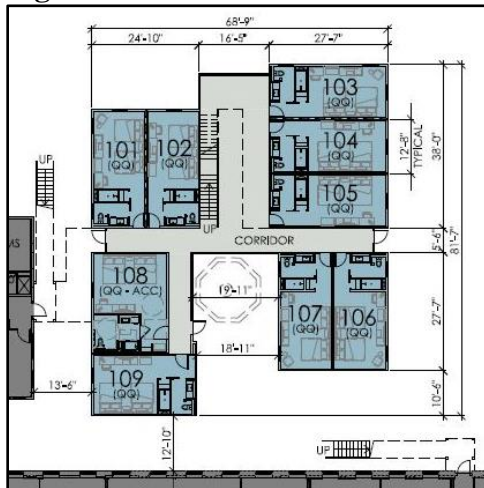


Figure 13: Second Floor Plan



Proposed Elevations

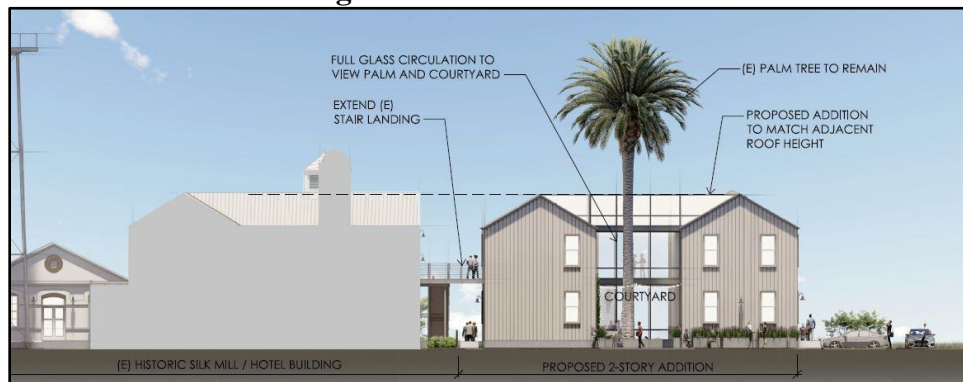
Height, Roof, Windows - The rear expansion is proposed at a maximum height of approximately 34 feet to match the adjacent roof's (the former Engine room's) ridgeline and eaveline in height. Each elevation contains a consistent datum line for the location and height of each window. Guestroom windows are proposed as wood cladded single-hung windows. The height of the second floor and the glazing mullion also provides for a continuous horizontal connection with the adjacent buildings. All roofs are designed in a gable roof style with standing seam metal panels to match the existing roofs within the site providing for a unified roof plan.

North & South Elevations - The North and South elevations are designed to highlight and showcase the existing canary island palm tree with central floor to ceiling glazing. The tree's visibility on both of these prominent elevations demonstrates an elevated effort to preserve the tree's unique qualities and its original location. The glass vestibule within the North elevation is proposed in a shopfront floor to ceiling metal frame with clear glazing and a metal louvered parapet. Within the South elevation, spandrel glass wall is proposed over the second floor, within the roof, to hide the mechanical well and its equipment. The North elevation has one open facing gable with a cross gable roof to the East, while the South elevation has two identical open gable roofs which frames the courtyard.

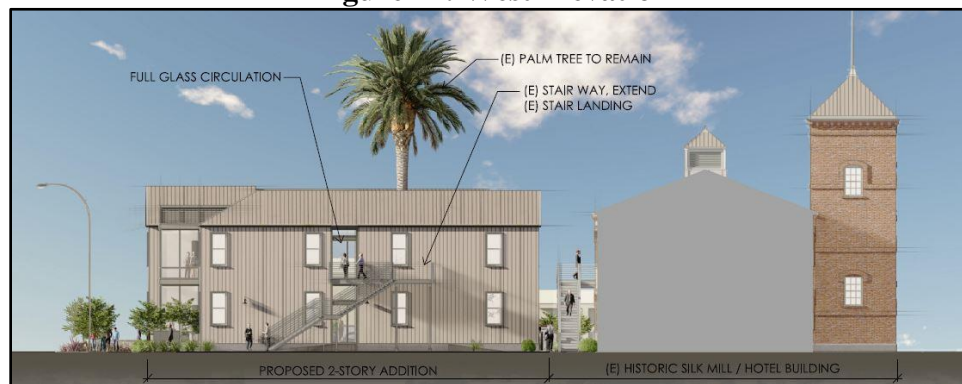
Figure 14: North Elevation



Figure 15: South Elevation



East & West Elevation - The building's East and West elevations are simple and reduced in architectural features as compared to its North and South elevations. The windows within the East and West elevations have been placed per guestroom and support a slow and steady rhythm against the standing seam exterior finish. A small recessed exterior space has been placed on both ends of the building's interior's main corridor, followed by a narrow and tall window, with glazing from the ground floor to second floor ceiling. Direct access into the building is provided for on the West elevation with access to the exterior landing and staircase on the second floor. The East elevation faces the existing parking lot while the West elevation faces to the existing adjacent building (the former Engine room). The elevations do not align in plan as the building's footprint is of irregular shape. The East elevation is offset to the North edge of the project site and provides for a width of approximately 11 feet into the courtyard.

Figure 16: East Elevation**Figure 17: West Elevation**

Proposed Architectural Details & Materials

Contemporary materials are proposed for the new building and includes a concrete base, metal standing seam for the building envelope/exterior, painted aluminum for the outdoor landing, spandrel glazing for the mechanical well walls, and shopfront glazing for the North and South elevations. The architectural set's color and materials board indicate the standing seams' finished surface is a 24-gauge steel with concealed fasteners and vinyl weather seal with a "champagne" color coating. Metal snap-on seams are proposed at 12 ¾ inch intervals and 1 inch in height and would match the silk mill building's existing metal roof. The new building would contain all wood-clad, double-hung windows with frames painted in a "fog" color to match the silk mill's existing window style and color. As previously noted, the new windows have been aligned at a horizontal datum and rhythm, providing an association with the Silk Mill's window design and placement.

The proposed new exterior landing and its associated railings would match the color and design of the existing staircases within the site for a cohesive addition of contemporary architectural materials. The new interior corridor staircase, placed within a two-story atrium, is proposed in a painted metal finish with transparent risers. The interior staircase's thin and lightweight design is to provide a seamless transition to the second floor without impacting visibility to the canary island palm tree and its courtyard.

Figure 18: Architectural Details***HSPAR Findings*****General Plan and Zoning Consistency**

The project is located within the Washington Core subarea of the General Plan, which is comprised of diverse land uses including regional and neighborhood retail, and the Sonoma-Marín Fairgrounds. This subarea is considered a unique neighborhood with easy access and visibility to Highway 101 and walking distance to downtown and local services. The project site has a General Plan land use designation of Mixed-Use, which encourages development oriented toward the pedestrian, with parking provided, and allows for a maximum floor area ratio (FAR) for both residential and non-residential uses of 2.5. The project site has a zoning designation of Mixed-Use 2 (MU2) for the Petaluma Silk Mill landmark. The MU2 zone is applied to the Petaluma downtown and adjacent areas that are intended to evolve into the same physical form and character of development as that in the historic downtown area.

The proposal is also consistent with the following goals and priorities of the General Plan:

- Policy 1-P-13 Maintain Downtown as the City’s geographic and symbolic center and a focus of commercial and cultural activities.
- Policy 3-P-1 Protect historic and archaeological resources for the aesthetic, cultural, educational, environmental, economic, and scientific contribution they make to maintaining and enhancing Petaluma’s character, identity, and, quality of life.

Proposed Zoning Text Amendment of the Implementing Zoning Ordinance, Ordinance 2300 N.C.S, Section 11.040 (Alternatives to On-Site Parking)

The proposed site plan requests a 19% reduction in the minimum amount of required parking, from 95 spaces to 77 spaces. Pursuant to the parking reduction policy proposed in the ZTA currently under review, where an applicant requests or where the director determines that, due to special circumstances, a project requires a parking capacity that deviates from the requirements of Section 11.030(A), the review authority may approve an appropriate parking requirement.

For this project, the parking requirement may be reduced through the proposed Minor Adjustment process, which allows for parking reductions of up to 25%. Parking reductions may be made by the review authority after first making certain findings. These findings and Planning staff responses are provided below.

- a. A parking demand analysis, provided by the Applicant, demonstrates that the proposed use will generate parking demand different from the standards specified in Table 11.1 due to one or more of the following factors:

The applicant submitted the document entitled Parking Study for Hampton Inn Hotel Expansion at the Historic Silk Mill, prepared by Advanced Mobility Group's Christopher Thnay, PE, AICP, and Shruti Shrivastava, dated May 18, 2022. The project analyzed in the study "the addition of 20 new guest rooms which will add to the existing 75 guest rooms resulting in 95 total number of guest rooms. Currently there are 77 parking spaces." Planning staff have reviewed and accepted this parking study (Attachment I).

- i. Adequate off-site parking availability;

The results of the parking demand analysis are based on the City of Petaluma Municipal Code estimated the need of 96 spaces for the 95 total number of guest rooms at the project site. Many agencies use average parking demand rate as the likely peak parking demand for a land use. AMG used 110% of ITE average rate – with additional 10 % being a safety factor against unexpected parking surges. Results of the parking demand analysis based on 110% ITE average parking rates estimated that 75 spaces would be required. Therefore, the parking spaces provided by the proposed project meets the estimated parking demand. The 85th percentile parking rate provides a more conservative estimate of parking spaces required. Based on AMG's 85th percentile parking rate analysis, 79 spaces would be required. In this scenario, the parking spaces provided by the proposed project would be short by two (2) spaces, given that currently the project site has 77 parking spaces. However, other factors such as proximity to the nearby SMART Downtown Station and ridehailing also reduce demand for off-site parking as not all people utilizing the hotel would be dependent on single-occupancy vehicles.

- ii. Underutilization of existing on-site parking as a result of specific land use characteristics;

The study reports that the City's minimum parking requirement assumes an estimated 100% occupancy, which is usually not the case for suburban hotels. The U.S. national average is 66.2 % occupancy. Additionally, the existing Hampton Inn Hotel at the Historic Silk Mill does not contain any conference facility or restaurant for outside visitors, and none would be added as part of the proposed project. While the hotel facility is open to the public, the primary user is hotel guests. The parking study incorporates these unique characteristics into its analysis and concludes that sufficient parking is available for the expanded operation of the hotel.

- iii. Access to alternative transportation modes, including proximity to public transit; or

The hotel is located within 1/4-mile of the SMART Downtown Station, and the site is served by Petaluma Transit Route 24, as well as being fully bicycle and pedestrian accessible. Hotel guests and employees have access to all alternative transportation modes. The location of the project site provides opportunities for daytime employees (eight) to take transit, bike or walk to work. Since the site is approximately 0.2 miles (4–5-minute walk) from the Petaluma Station, it is anticipated that some of the hotel workers might be able to use transit instead of driving to work.

- iv. Access to and use of alternative transportation programs (such as bike-share, carshare, electric bikes, electric scooters, or local crosstown connector service).

The parking study notes that several studies have shown that ride-hailing companies, like Uber and Lyft, are changing transportation habits and are having a significant impact on parking demand for many land uses. The largest impacts of ride-hailing services to parking are occurring at hotels, restaurants, events centers, and airports where the demand for ridehailing is the greatest. The study concludes that ridehailing is a viable alternative transportation option for this hotel facility and that it can be anticipated to reduce demand for parking. The hotel will also be providing E-bike rentals and EV parking stalls on-site. This will support the City's goal of being carbon neutral by 2030 (Climate Ready 2030).

- b. The number of parking spaces approved will be sufficient for the safe, convenient, and efficient operation of the use.

Based upon the results of the parking demand analysis, Planning staff conclude that the proposed 77 parking spaces as described on the site plan are sufficient to meet demand for the expanded 93-room hotel in that hotel occupancy typically does not achieve 100%, which is what the parking requirement is based upon, the hotel is accessible by multiple alternative transportation options including train, bus, and ridehailing, all of which would reduce demand for parking, and that research indicates that hotel uses are increasingly relying upon ridehailing for transportation. Additionally, the hotel will be providing e-bikes to facilitate movement of guests in the local area. Finally, staff considered the results of an on-street parking occupancy presented in the parking study. Based upon survey data of on-street parking within two blocks of the site, the study concludes that nearly 70% of available spaces are not utilized.

- c. Overall project characteristics, such as location, access to alternative transportation modes, and incorporation of alternate transportation programs, support reduced onsite parking and associated City goals, policies, and initiatives related to climate action, enhanced connectivity, economic vitality, and community character.

The proposed project site is located within 1/2 mile of Downtown Petaluma and is within 1/4 mile of high-quality public transit (SMART train) and adjacent to Petaluma Transit facilities. The project would include EV charging stations and it plans to offer e-bikes for use by hotel guests. These attributes support the City's climate action and enhanced connectivity goals and policies. The proposed expansion of the hotel facility would

encourage and support increased tourism and business activity in Petaluma and create additional employment opportunities, both of which help achieve the City's economic vitality goals. The project proposes a unique, interesting design that intensifies use of the property while recognizing the iconic Canary Island palm tree. The project will enhance and enliven the immediate area while positively contributing to the character of the surrounding community.

Planning staff recommends that HCPC conditionally approve the requested 19 percent parking reduction, thus allowing the 77 spaces indicated on the site plan to provide sufficient parking for the proposed 93-room hotel facility (see draft HSPAR resolution Condition 21).

IZO Chapter 15 – Preservation of the Cultural and Historic Environment

Consistent with Chapter 15 of the IZO, the project requires review and approval by the HCPC as it proposes alterations on a site located within a designated historic district. Furthermore, the HCPC must find that the proposed alterations will not adversely affect the character or the historical, architectural, or aesthetic interest or value of the district.

Following Section 15.050(A)(1) of the Petaluma Implementing Zoning Ordinance (IZO), major alterations to designated landmarks require review and approval by the HCPC to ensure that the characteristics which justify the designation of the structure and site are maintained. The hotel expansion with the rear addition does not physically impact the former Silk Mill building, however, the expansion eliminates the hotel's outdoor gathering space and relocates the mature Canary Island palm tree. The Secretary of the Interior's Standards for Treatment of Historic Properties supports new construction with rehabilitation treatment when:

- New additions, exterior alterations or related new construction will not destroy historic materials, features and spatial relationships that characterize the property.
- The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
- New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

In the following sections, the project has been analyzed pursuant to the Secretary of the Interior's Standards for the Treatment of Historic Properties. As such, the project has been reviewed in accordance with the requirements contained therein, which state that applications shall be reviewed for consistency with the Secretary of the Interior's Standards for the Treatment of Historic Properties with standards for Rehabilitation. As the project meets these standards, the proposed alterations will not adversely affect the overall value of the historic site, and therefore, approval of the project would be consistent with Chapter 15 of the IZO.

IZO Chapter 17 – Tree Preservation

Consistent with IZO Section 17.050, the design of every development project (that which requires a discretionary approval or other development permit) shall recognize the desirability of preserving protected trees to the greatest extent possible. Also, section 17.040 lists a variety of protected trees, including heritage trees as approved by Council resolution per Title 8 of the Petaluma Municipal Code. The Municipal code describing the designation of heritage and landmark trees is further discussed in the following section of this staff report.

The existing canary island palm tree within the site's existing outdoor area is not listed within the IZO section 17.040 list of protected trees. The Arborist report (Attachment H) states this tree is the tallest canary island palm tree seen locally with a trunk diameter of 30.5 inches and a height of approximately ±65 feet. The report also indicates the tree's raised planter appears to be the historic grade which has been lowered as part of the site's previous rehabilitation. As previously mentioned, the outdoor area was historically used as an unpaved area for loading and parking which also contained an "imposing canary island palm tree." The tree's central location currently limits the outdoor area's development for new guest bedrooms. Therefore, the project proposes to encircle the canary island palm tree with the proposed building.

The project's design physically revolves around the preservation of the existing canary island palm tree, accentuating the tree's prominent height, unique feature, its central location, and visibility within the site. The design demonstrates the desire to preserve the tree to the greatest extent possible with its proposed floor plan and courtyard design. To further ensure the preservation and longevity of this tree, the project application includes a Landmark Tree Designation nomination for the canary island palm tree. As such, the project is consistent with Chapter 17 of the IZO.

IZO Chapter 18 – Public Art

Following Chapter 18 of the IZO, private or public construction project must have a public art cost of not less than 1% of the construction cost. The developer and/or owner of the private or public construction project must pay a public art in lieu fee equal to the difference between the public art cost and one percent of the construction cost.

Based on the exterior scope of the proposed project it appears that this project will trigger a public art requirement to either pay an in-lieu fee equal to 1% of total project costs for the exterior scope or incorporate onsite public art equal to 1% of project budget into the project. As conditioned with draft HSPAR resolution Condition 18, the project shall comply with Chapter 18 of the IZO, which requires a 1% public art requirement for all non-residential development with a budget greater than \$500,000. With the completion of this condition, the project would be consistent with Chapter 18 of the IZO.

IZO Chapter 24 – Site Plan and Architectural Review

As required by Section 15.050 of the IZO, the project is also subject to the Historic Site Plan and Architectural Review (HSPAR) findings provided in Section 24.050(E). Given the specificity of the Secretary of the Interior's Standards, consistency with these standards as outlined in the following section also demonstrates that the project generally encompasses the nature of the Major HSPAR guidelines.

This staff report includes planning staff's analysis for the Hampton Inn Expansion HSPAR application and findings for review and consideration by the HCPC. Considerations and recommendations are discussed in detail in the following section of evaluation for the Secretary of the Interior Standards for the Treatment of Historic Properties. With planning staff's analysis and with the discretionary review and determination by HCPC, the project would be consistent with Chapter 4, Section 24.050(E) of the IZO.

Municipal Code – Chapter 8.28, Heritage, and Landmark Trees

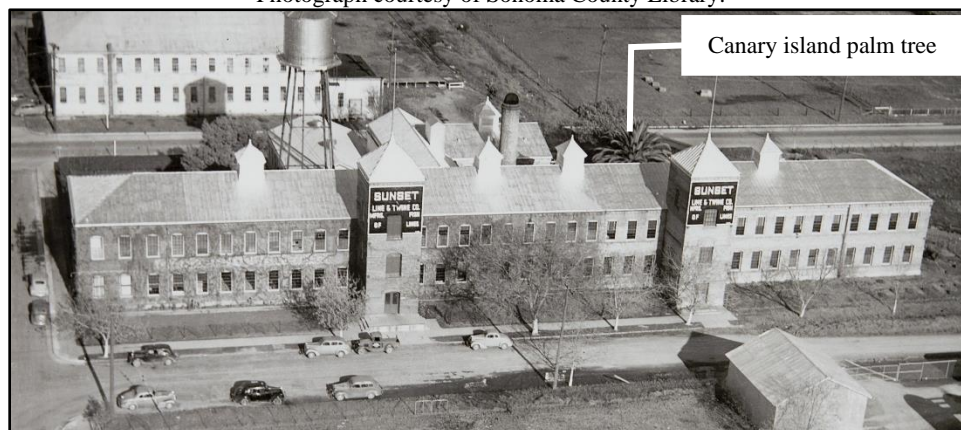
The process for designating Landmark or Landmark Trees is described in Chapter 8.28 of the City's Municipal Code (nomination form provided as Attachment G). The intent and purpose of the designation is to promote the health, safety, and welfare of present and future residents of the City of Petaluma by providing for the identification and preservation of heritage or landmark tree resources existing within the City. In order to recommend approval of this designation, staff must make at least one of the findings found in [Chapter 8.28.060 of the Municipal Code](#).

*The Applicant is requesting that the Historic & Cultural Preservation Committee designate the site's Canary Island palm tree (*Phoenix canariensis*) located in the site's existing outdoor area, facing Wilson Street, as a Landmark Tree. The tree is visible from all adjacent streets to the property (Erwin, Jefferson, Wilson, and Lakeville Street) and is visible from adjacent and neighboring properties. The tree is believed to be between 80 to 100 years old, is \pm 65 feet in height, with a trunk diameter of 30.5 inches (see Arborist report, Attachment H).*

The tree qualifies as a landmark tree as it meets three of the four criteria for designation. The canary island palm tree demonstrates (1) exceptional size/age as relates to generally accepted horticultural standards for the species; (2) unusual or distinctive form, character, function or visual impact as related to the species and setting; and (3) association with a historically significant person, structure, or event. Planning staff recommends designation of the Canary Island palm tree as a landmark tree, consistent with Chapter 8.28.060 of the Municipal Code.

Figure 19: Aerial view of the former Silk Mill, 1940.

Photograph courtesy of Sonoma County Library.



Canary island palm tree

Secretary of the Interior Standards for the Treatment of Historic Properties

The recommendation for project approval is based on the project's consistency with required findings, including consistency with Secretary of the Interior Standards for the Treatment of Historic Properties, Standards for Rehabilitation. Staff's analysis of the project's applicability to the Secretary of the Interior Standards ("Secretary Standards") is included in italics below.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

The building and site were historically designed and built to support a functioning silk mill. As the building was rehabilitated from an industrial building into a hotel between 2016 and 2018, the building and site were preserved without the loss of its character, integrity, or defining architectural features. The proposed rear expansion, with the new building and courtyard supports the continuous use of the site as a hotel and does not impose a new use. The new guestrooms would allocate additional guest reservations for the Hampton Inn Hotel and the courtyard would be facilitated as an outdoor amenity space. As such, the project is consistent with this standard.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

The project does not propose the removal of historic materials or alterations of features to the historic silk mill buildings. It does however modify the existing outdoor space to support new hotel guestrooms and a courtyard. The retention of an outdoor space and preservation of the existing Canary Island palm tree demonstrates a positive development and efficient use of the site without compromising the site's overall historic character. As such, the project is consistent with this standard.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

The project does not create a false sense of historic development, does not add conjectural features or architectural elements from other buildings, nor does it reuse materials from the existing buildings. The project proposes a contemporary design which distinguishes the rear expansion as the most recent addition to the site, demonstrating the current age, materials, and construction technology. Its design and use of materials records the site's development as its own time, place, and use. Most importantly, the design is compatible to the site and existing building since it assimilates roof styles and composition while introducing distinguishable architectural materials and features, such as concrete base, metal standing seam, metal louvers, spandrel and shopfront glazing, and a metal exterior landing. One architectural material which creates for a bold appearance is the use of metal standing seam as the building's exterior envelope. The design currently proposes this material as the exterior surface for its roofing and façades. The use of these material supports a contemporary design which distinguishes itself from the site's historic buildings. As such, the project is consistent with this standard.

4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

The site currently exhibits buildings that have changed over time which have supported the

rehabilitation of a functioning silk mill to the Hampton Inn Petaluma hotel. This project provides for a rear expansion to facilitate additional guestrooms and an outdoor space for the hotel. The project's scope does not physically alter or impact the existing buildings nor their historic significance. As such, the project is consistent with this standard.

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.

The project's scope of work is limited to the existing outdoor area and does not propose work on the existing buildings within the site. Therefore, the project does not remove or alter existing distinctive features, finishes, nor construction techniques of craftsmanship of the existing buildings. The Canary Island palm tree may be considered a distinctive feature which the project proposes to preserve and designate as a Landmark Tree. As such, the project is consistent with this standard.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires the replacement of a distinctive feature, the new feature will match the old in design, color, texture, and where possible, materials. The replacement of missing features will be substantiated by documentary and physical evidence.

The rear expansion is new construction and does not physically connect to the historic building other than by a new second-floor exterior landing. The architectural drawings and application materials do not indicate scope of work that applies to repairing deteriorated historic features nor is there an indication to replace distinctive features. As such, the project is consistent with this standard.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

The project description and its architectural drawing set does not indicate the use of chemical or physical treatments as the project proposes new construction for the rear expansion which does not physically connect to the historic building other than by a new second-floor exterior landing. Draft HSPAR resolution Condition 13 requires that chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible is taken to avoid damage to the historic materials.

Appropriate physical treatments may also be applicable to the preservation of the site's existing landscape features and plantings. Since the project incorporates the preservation and landmark tree designation of the existing Canary Island palm tree, draft HSPAR resolution Condition 14 requires that a tree protection plan is established for this project to guide, assist, and support a healthy tree during all stages of construction. The Arborist report included a variety of recommendations to consider and may be included as part of tree protection plan. With the incorporation of draft HSPAR resolution Conditions 13 and 14, the project would be consistent with this standard.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures shall be undertaken.

Excavation is limited to the project site area around the existing canary palm. The site has already experienced ground disturbance during the development of the silk mill, its later expansions, and with the rehabilitation into a hotel. Work of undisturbed ground is not a part of this project, and a condition is included as a preventative measure to protect and

preserve significant archeological resources if potentially significant prehistoric or historic archeological resources are encountered during the course of ground-disturbing activities (see draft HSPAR resolution Condition 15). As such, the project is consistent with this standard.

9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

The Secretary of the Interiors for the Treatment of Historic Buildings guidelines for rehabilitation recommends that an addition is subordinate and secondary to the historic building and is compatible in massing, scale, materials, relationship of solids to voids, and color. The proposed rear expansion is located in the rear and north edge of the property and is lower than historic silk mill building. The proposed design illustrates it is secondary to the historic building and does not overshadow, detract, nor negatively impact the historic buildings within the site. The new building's maximum height is set to match the height of the adjacent building, the former Engine room. It also incorporates a similar gable roof and window style.

The proposed rear expansion's design is a contemporary design which encircles and accentuates the existing Canary Island palm tree. Its massing and size are also similar to the former Engine room. As previously mentioned within this staff report, the design incorporates architectural materials and features such as a concrete base, metal standing seam, metal louvers, spandrel and shopfront glazing, and a metal exterior landing, which differentiates the new construction from the historic buildings. Two architectural features that may benefit from further design development are the mechanical well's spandrel glass and the vestibule's metal louvered parapet. It is recommended to include a condition to reassess an appropriate perimeter for the mechanical well which suits the roof plan and that the vestibule's metal louvered parapet is reduced in height through administrative review (see draft HSPAR resolution Condition 19). The project is consistent with this standard and with the incorporation of the recommended condition, would further strengthen an architecturally cohesive design for the new building.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

As noted in the previous sections, the rear expansion is new construction and does not physically connect to the historic building other than by a new second-floor exterior landing. The rear expansion's building and courtyard has been designed to preserve the existing canary island palm tree with the intention of developing the site with long-term use for hotel guests. The rear expansion may be removed in the future without affecting the essential form and integrity of the historic property and its environment. As such, the project is consistent with this standard.

PUBLIC OUTREACH

On July 12, 2022, a study session was held with the Historic & Cultural Preservation Committee to discuss and provide feedback on the architectural design of the proposed Hampton Inn Petaluma Expansion including the preservation of the canary palm tree, the activation and enhancement of the amenity spaces, and the potential impacts of a reduction in parking. Public Notice of the study session was mailed to property owners and tenants within 1,000 feet of the project site and was published in the Argus Courier on July 1, 2022.

On October 24, 2022, the applicant mailed notices to property owners and tenants within 1,000 feet of the Hampton Inn Petaluma, to inform them of a virtual neighborhood meeting on November 3, 2022, to discuss and solicit feedback on the project proposal. At the meeting, members of the Applicant team Perry Patel and Adriana Cook, and City Planning Manager Andrew Trippel were in attendance. No members of the public joined the meeting, and no public comments were submitted prior to or during the neighborhood public meeting. The meeting was opened at 5:50 PM, a project presentation by the Applicant team began at 6:00 PM, and Planning Manager Trippel concluded the meeting at 6:30 PM.

Public Notice of the November 15, 2022, joint Planning Commission and the Historic & Cultural Preservation Committee meeting regarding the Zoning Text Amendment and HSPAR and Landmark Tree Designation applications was posted in compliance with the Brown Act and to solicit initial public comments. Public notice of this item was mailed to property owners and tenants within 1,000 feet of the project site and was published as a 1/8-page ad in the Argus-Courier on November 4, 2022.

On November 2, 2022, the Applicant also installed three on-site signs along the street frontages (Lakeville Highway, Johnson Street, and Wilson Street) of the Hampton Inn Petaluma in compliance with IZO Section 24.100(B).

CITY COUNCIL GOAL ALIGNMENT

The proposed Zoning Text Amendment, HSPAR, and Landmark Tree Designation applications support the overarching City Council Goals including creating an inviting natural built place and space for contemplation and connection celebrating the city's history, preserving, and protecting Petaluma's built environment for future generations by encouraging sustainable development and reducing greenhouse emissions. Specifically, the project is consistent with the following adopted City Council Goals:

- Goal #42 Find ways for City operations to reduce greenhouse gas emissions, conserve water, decrease waste, and minimize the use of fossil fuels and investigate and pursue options for carbon sequestration.
- Goal #57 Improve integration of Transit in planning and land-use-related processes and decision-making.
- Goal #102 Update Implementing Zoning Ordinance (IZO) and look for ways to consolidate, simplify, and streamline for more flexibility in reviewing.
- Goal #103 Prioritize and incentivize sustainable infill development.
- Goal #113 Facilitate the development of additional hotels where appropriate.

- Goal #114 Identify potential parking and transportation alternatives for downtown.
- Goal #121 Identify and prioritize projects to upgrade and improve the Downtown, alleyways, and public spaces.
- Goal #140 Expand the use of Transit Oriented Development (TOD) principles in new development, including greater massing allowances to facilitate thoughtful infill development proximate to TODs.

CLIMATE ACTIONS/SUSTAINABILITY IMPACTS

The Hampton Inn expansion project supports the City's carbon neutrality goal by minimizing the contribution of greenhouse gas emissions through maintaining the current amount of available parking, which reduces the dependence on single occupancy-vehicle use. Additionally, the proposed addition will be required to be all electric, consistent with the City's all-electric ordinance in order to limit increased reliance on natural gas. The proposed Zoning Text Amendment supports the City's carbon neutrality goal by minimizing the contribution of greenhouse gas emissions through right-sizing parking supply with demand for parking, reducing parking as a convenience for single-occupancy vehicle users, encourage modal shift to alternative transportation modes, and it would reduce stormwater run-off and heat island effects resulting from paved parking surfaces. The ZTA provides flexibility from historically suburban parking standards adopted in the IZO while the City is undergoing a more holistic update to parking regulations city wide and as discussed by the City Council in a workshop in March 2022.

ENVIRONMENTAL REVIEW

The proposed Zoning Text Amendment is exempt from the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15061(b)(3), which states that CEQA applies only to projects which have the potential for causing a significant effect on the environment. The proposed amendment only modifies the parking requirements for allowable land use and CEQA does not consider parking an environmental impact. Additionally, the proposed amendment will encourage walking, biking, and public transit and reduce vehicle miles travelled which will reduce environmental impacts on future projects. Therefore, it can be seen with certainty the proposed amendment would not cause a direct or indirect significant effect on the environment. The Zoning Text Amendment is also categorically exempt pursuant to CEQA Guidelines Section 15305 (minor alterations to land use limitations). Moreover, any application of the ordinance on future projects will require their own analysis with CEQA.

The proposed Hampton Inn Petaluma Expansion project is exempt from environmental review under CEQA pursuant to the following exemptions:

CEQA Guidelines Section 15331 (Class 31 - Historical Resource Restoration/Rehabilitation), which, includes modifications to historic structures that are consistent with the Secretary of the Interior's Standards for Rehabilitation;

CEQA Guidelines Section 15303 (Class 3 - New Construction or Conversion of Small Structures) which consists of construction and location of limited numbers of new, small facilities or structures including a motel or similar structure in an urbanized area not exceeding 10,000 square feet in floor area on a site zoned for such use as long as the project does not involve the use of significant

amounts of hazardous substances and where all necessary public services and facilities are available and the surrounding area is not environmentally sensitive.

CEQA Guidelines Section 15332 (Class 32 - In-fill Development Project) as the expansion is consistent with the applicable general plan designation and policies and with applicable zoning designation, the expansion occurs within City limits on a project site of no more than five acres and is surrounded by urban uses, the expansion is occurring on the existing lot which means it is not an environmentally sensitive area, the site can be adequately served by the required utilities and public services, and due to its size and location next to SMART and Lakeville Highway the expansion won't result in any significant effects relating to traffic, noise, air quality, or water quality.

The proposed Landmark Tree Designation nomination is categorically exempt from the provisions of CEQA under CEQA Guidelines §15301 (Class 1 - Existing Facilities) which applies to maintenance of existing landscaping, §15304 (Class 4 - Minor Alterations to Land) §15307 (Class 7 - Protection of Natural Resources) which applies to actions taken by regulatory agencies to assure maintenance and protection of a natural resource, and §15308 (Class 8 - Protection of the Environment) which applies to actions taken by regulatory agencies to assure maintenance and protection of the environment.

ATTACHMENTS

- Attachment A: Draft PC Resolution Recommending Approval of Zoning Text Amendment
 - Exhibit 1: Draft City Council Ordinance
 - Exhibit 2: Draft Redline of Proposed Amendments to IZO Chapter 11
- Attachment B: Draft HCPC Resolution approving HSPAR
- Attachment C: Draft HCPC Resolution approving Landmark Tree Designation
- Attachment D: Architectural Set
- Attachment E: Historical Summary and Project Evaluation for HSPAR – 11-04-2022
- Attachment F: Historical Photographs
- Attachment G: Landmark Tree Designation Nomination Form
- Attachment H: Arborist Report – 11-08-2022
- Attachment I: Parking Study – 05-18-2022