



---

DATE: May 28, 2019 AGENDA ITEM NO: 7.A

TO: **Planning Commission**

FROM: Tiffany Robbe, Senior Planner

REVIEWED BY: Heather Hines, Planning Manager

SUBJECT: Haystack Pacifica Mixed Use Project – Site Plan and Architectural Review  
215 Weller Street, East Washington, Copeland, and East D Streets  
(APNs 007-143-003, 004, 007, 014, and 015)  
File# PLMA-16-0001

---

### **RECOMMENDATION**

It is recommended that the Planning Commission adopt a resolution approving Site Plan and Architectural Review and associated Warrants for the Haystack Pacifica Mixed Use Project on property bounded by Weller, East Washington, Copeland, and East D Streets, including construction of 178 dwelling units, approximately 24,855 square feet of ground floor commercial space, additional tenant amenity areas, interior two-story parking garages, and public improvements including construction of the new transverse street between Copeland and Weller Street.

### **BACKGROUND**

#### *Project Location*

The Project site is an approximately 4.1-acre property consisting of most of the block bounded by East Washington, Copeland, East D, and Weller Streets (the 6,675 square foot APN 007-143-008 facing Copeland Street is not part of the Project). The site is located west of the downtown SMART Station and the Copeland Street Transit Center and east of the Turning Basin. Petaluma's historic downtown and the theater district are located on the opposite side of the Petaluma River. See Figure 1 below and Sheets A0.01, A0.02 and C-2 of Attachment F for imagery of the Project site and vicinity.

The site is located within the Turning Basin subarea of the Central Specific Plan Area (CPSP). It is one of three Catalyst sites in the City<sup>1</sup>, as designated by the Station Area Master Plan (SAMP).

---

<sup>1</sup> The Catalyst sites are those that the Station Area Master Plan (SAMP) determined to have the best opportunity for transforming the Station Area, meeting the goals of the General Plan and the CPSP and the community's vision. The SAMP envisions transformation of the Station Area as development and redevelopment of the area toward pedestrian-oriented, livable, mixed-use environments that support transit ridership. The other two catalyst sites are the SMART parcel and the Golden Eagle/River Plaza parcel.

The subject project site is located within a regionally defined Priority Development Area (PDA), by Plan Bay Area 2040, the region's Sustainable Community Strategy (SCS)<sup>2</sup>.



**Figure 1: Project Location**

#### *Project Site*

Although the project site was previously developed, it is now primarily vacant. The site is generally flat and lacks vegetation, with the exception of a single tree towards the Weller Street/E Washington Street intersection, groundcover, and some ruderal vegetation. Pavement and gravel are interspersed across the site, as well as remnant foundations, pavement, and rail segments from previous uses on the site.

The site has been developed with industrial and commercial uses since at least 1885, including fruit drying, a distillery, and storage of lumber and hay. In the early 1900's the site was acquired by the Petaluma and Santa Rosa Railway and was used as their terminus and rail yard, including a ticket office and train car storage and repair barns; the railway connected to population centers via steamer service directly across East D Street on the McNear Canal. The P&SR railway ceased operations in the late 1940s. The ticket office was moved from the site in the 1990s<sup>3</sup> and the car barn was destroyed by fire in 2001. No structures of the P&SRR remain on the site. In the 1960s the site was leased to Bar Ale Inc. and was used for storage and maintenance of delivery trucks.

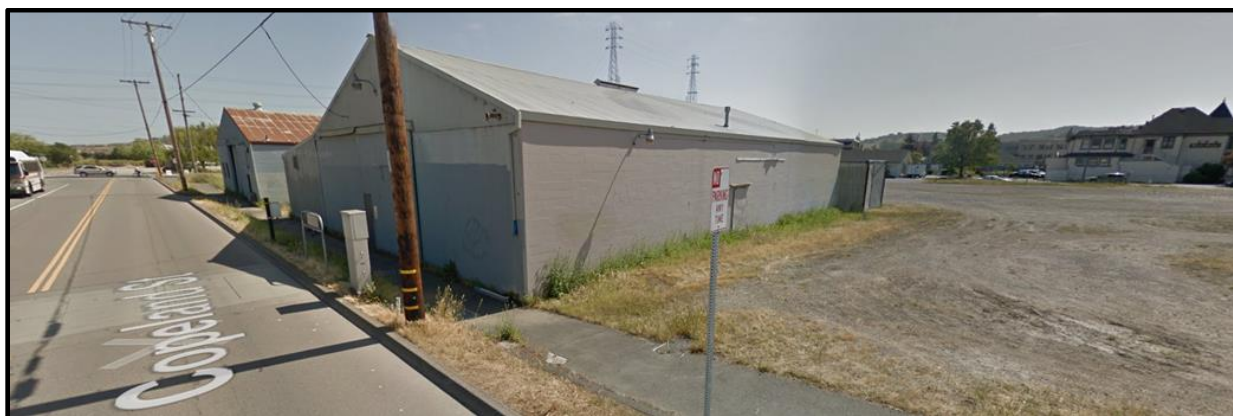
---

<sup>2</sup> Priority Development Areas (PDAs) are places identified by Bay Area communities as areas for investment, new homes and job growth. PDAs are the foundation for sustainable regional growth as envisioned through Plan Bay Area, the region's Sustainable Community Strategy. Implementation of PDA's enhance mobility and economic growth by linking the location of housing and jobs with transit, thus offering a more efficient land use pattern around transit, reducing greenhouse gas emissions, and realizing a greater return on existing and planned transit investments.

<sup>3</sup>The P & S.R.R.R. depot/ticket office building was moved to the river side of Weller Street, is identifiable by its gable roof with broad overhangs, is the sole survivor of the local electric rail line, and was found to be a potentially significant resource by the 2003 Carey & Co. survey prepared for the CPSP.

Clean up and site remediation of failed underground storage tanks installed by Bar Ale began in 1990. Site cleanup included removal of the underground storage tanks and contaminated soil; the cleanup was conducted under the direction of the San Francisco Regional Water Quality Control Board (RWQCB) and case closure was granted in 2010.

The site currently contains one existing structure, a 5,700 square foot, circa 1953 simple warehouse building located on APN 007-149-007 which will be demolished as part of the subject Project (Figure 2). The other structure on the block, located on APN 007-149-008 and consisting of a circa 1949 approximately 4,000 square foot warehouse building, is not a part of the project site and will remain. The Project will develop around the remaining warehouse, generally maintaining a four-foot setback from the shared property line, and will introduce landscaping, especially toward the rear of the off-site warehouse. Neither structure was determined to meet the criteria for listing as a historic resource (Attachment B, CEQA Analysis).



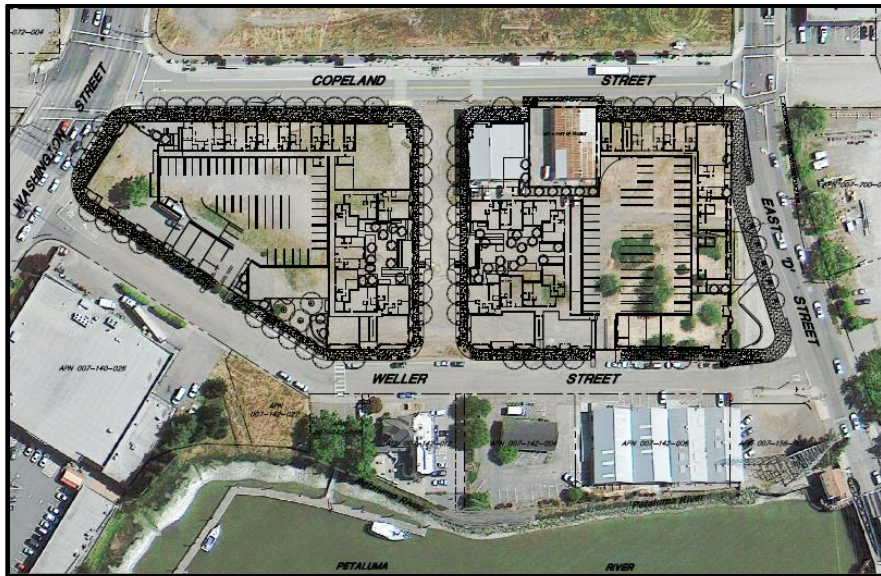
**Figure 2: Existing Building at Project Site to be Removed (fore-front)  
Existing Off-Site Building to Remain (behind)**

A strong circulation network exists in the immediate vicinity of the Project, including the Petaluma Transit Center on Copeland Street, the downtown SMART Station a block away on Lakeville Street, a network of sidewalks, and connections to the historic downtown and theater district via Washington and D Street bridges. The floating docks across Weller Street, accessed from Cavanaugh Landing pocket park, provide a launch for privately-owned small craft, will provide access to the approved Floathouse, and currently provide pedestrian access to the River Plaza/Golden Eagle shopping center and the larger downtown via the Balshaw pedestrian bridge. The trail to the David Yearsley River Heritage Center and open space area of the McNear Peninsula is accessible from Steamers Landing Park (across D Street). The Lynch Creek Trail is accessible across Washington Street via the North Water Street Copeland Crossing pedestrian bridge. The project site itself is lacking in pedestrian amenities; much of the site perimeter contains a narrow monolithic sidewalk and some of the site lacks any sidewalk. Similarly, no bike lanes are installed on streets abutting the site.

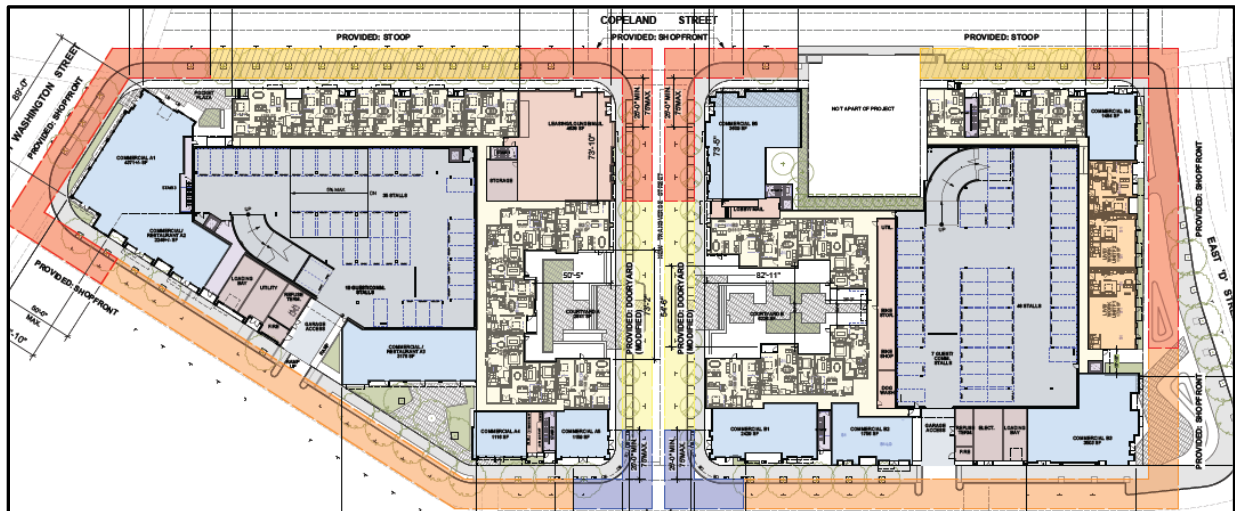
## **PROJECT DESCRIPTION**

Consistent with the Adopted CPSP and SAMP, the project site will be bifurcated by a new

transverse street<sup>4</sup> into a north and south block. The Project consists of a mixed-use development on all of the resulting north block and all but the Copeland-facing parcel (APN 007-149-008) of the south block. The four-story development (with three story accents) includes 178 residential dwelling units, approximately 24,855 square feet of ground floor commercial use, 10,470 square feet of tenant amenity area, ancillary utility spaces, and public and private open space areas. The site design is such that buildings are wrapped around the perimeter of the two blocks and the internal space of each block is occupied by a two-level parking garage capped by a residential courtyard at the third-floor level. In its entirety, the Project proposes approximately 361,616 square feet of gross floor area within twenty-five (25) three- and four-story sub-buildings grouped together around the two blocks.



**Figure 3: Project Layout on Aerial**



**Figure 4: Proposed 1<sup>st</sup> Floor Building Site Plan (Sheet A0.03)**

<sup>4</sup> The name of the new transverse street (a two-block public street through this and the SMART parcel to the east) shall be established by the City.

The 178 residential units include a mix of studios and 1, 2, and 3-bedroom units ranging in size from 574 square feet to 1,338 square feet. Twenty-seven of the total units (15%) will be dedicated as affordable units, as required by the City's inclusionary housing ordinance. The majority of the residential units occupy floors two through four and are accessed by elevators and staircases. The residential units that occupy the first floor include 15 units sited around the two raised, landscaped courtyards along the transverse street, seven raised units with direct access to Copeland Street, and three live-work units facing East D Street.

Ten commercial spaces are located at the corners of the blocks and range in size from 1,116 square feet to 4,371 square feet (totaling approximately 24,855 square feet). Specific tenants have not been identified. Permitted uses in this area include office, retail, and café/restaurant. Two of the commercial spaces are intended to be constructed with café/restaurant infrastructure, to facilitate that type of use. Space A3 facing the Weller Street pocket plaza opposite Cavanaugh Landing is one of the two identified.

Interior tenant amenities in the north block of the Project include a leasing/mail room and a small craft/kayak storage room (located directly across from the floating docks in the Turning Basin). A bike storage and repair room and a dog wash room are located in the south block of the Project.

#### *Private Open Space*

The Project proposes two primary types of private open space for residents, including two courtyards fronting the transverse street and two third-floor interior courtyards, see Figure 5 below. (Additionally, more than a third of the units include private balconies.)

The ground floor courtyards will open onto the transverse street and provide a sense of openness and greenery in a perpendicular orientation to the street. The transverse street courtyards will be elevated two feet above the sidewalk level to provide visual openness to the public sidewalk, but distinction from the public sidewalk. The private courtyards will function like a communal front porch for the residents, fronting and open to the transverse street and providing landscaping, hardscaping, seating, and unit entries (Attachment F, Sheet L1.1).

The third-floor courtyards sit atop the two-story parking garages located at the interior of each block and function like a communal back yard. They will feature kitchen, dining, lounge and activities areas, as well as gardens, planters, and other amenities. Activity areas will include a bocce ball court, a fenced dog area, tenant garden boxes, and game tables. Covered areas and shade sails are also proposed over some components, to provide shaded areas within the outdoor terraces (Attachment F, Sheet L1.2). The third-floor interior hallway generally circles each courtyard and provides at least four entry points to each courtyard. The third and fourth floor interior hallways include windows to the courtyard, as well as segments of open breezeway.



**Figure 5: Private and Public Open Space Locations**

### *Public Open Space*

The Project proposes three public pocket plazas (Attachment F, Sheet L1.1) located on D Street, Weller Street across from Cavanaugh Landing, and on Copeland Street near East Washington St.

The south pocket plaza will be within existing right-of-way on D Street, at the corner of Weller. The concept plan includes a paved plaza with furnishings, landscaping, a landscape berm, seating wall, and possible locations for public art. Due to overhead high voltage lines and a series of underground public utilities in this area, no trees are proposed in the plaza area and street trees along D Street are proposed in raised concrete planters (Attachment F, Sheet L1.3)



**Figure 6: South Pocket Plaza concept, East D & Weller St**

The west pocket plaza (located in the north block) is located on Weller Street, directly across from and designed to emphasize and provide continuity to Cavanaugh Landing Park and the Turning Basin. A mid-block crosswalk with a rectangular rapid flashing beacon is proposed to link the two small public areas together. The concept plan includes a small paved plaza with furnishings, a seating wall, landscaping, and a possible location for public art. Use of the space may be partially associated with the abutting commercial space which is being pre-planned as a café type use with some outdoor seating in the plaza.

The smallest pocket plaza is the north plaza, fronting Copeland Street near the corner of East Washington. This plaza may be partially associated with the abutting commercial use and includes furnishings, landscaping, and bike parking.

### *Building and Frontage Types*

The Project is composed of two blocks with integrated corridors at the upper floors; however, the external appearance of the Project is intentionally composed of multiple building types, as required by the SmartCode. The architectural expression of each building changes in horizontal increments of no more than 150 feet (in response to the SmartCode). Building roofs are flat or gable ends, or in three cases, butterfly. While the majority of the ground floor frontage types are shopfronts, the Project includes gallery frontages at the corners of Weller and the transverse street (as required by the SmartCode), stoop frontages in the mid-block sections of Copeland Street, and dooryard frontages fronting the transverse street courtyards.



**Figure 7 - Rendering: Copeland St elevation to the left & E. Washington St to the right**



**Figure 8 - Rendering: Weller St elevation to the left and East D St elevation to the right**

### *Architectural Design*

The Project is primarily a 4-story height (the highest roof ridge being 53 feet above grade, the flat roof buildings being 46.5 feet above grade). Some of the buildings are 3-stories in height, include a fourth-floor setback, or incorporate a change of building material and color at the fourth floor to articulate the roof form and reduce the sense of massing and bulk. Single story pedestrian-oriented elements, such as awning and entries, courtyards off the transverse street, pocket plazas, and building articulation ensure that the bulk and massing do not negate the pedestrian experience.

The applicant describes the design intent of the Project as taking inspiration from historic/downtown Petaluma and reinterpreting that inspiration in a modern way that acknowledges the Petaluma fabric without mimicking or replicating. A modern/industrial design concept is used to play off the history of the area as the “factory district” through the use of metals, wood, plaster and stone as the central materials. To complement the historic context, the Project proposes design elements such as cornices, bay windows and balconies, as well as “historically present” materials such as stone and industrial metal siding. The architectural concept also pulls from features noted on area buildings (Sheets A5.0 – A5.2 for precedent notations), including a

mixture of flat and gabled roofs, cornice/crown, metal gable roofs, large windows, varying windows, large train barn doors, cloth awnings, flat metal awnings, and stone on the base.

The Project incorporates both historical and more modern patterns and materials, aiming to add to the mosaic of the city, where buildings of quite different styles and materials, and buildings constructed in different periods, stand side by side. Generally, the Project utilizes the strong building symmetry and the consistent exterior elevation proportions typical of the city's historical structures. At some of the buildings and portions of buildings, more contemporary detailing such as the butterfly roofs, contemporary window divisions, and contemporary materials such as fiber cement panels and elastomeric and exterior insulation based plaster (particularly on the fourth floor) are proposed.

#### *Building Materials and Color Palette*

The Project incorporates a variety of building materials, including painted corrugated steel, fiber cement (in both lap and vertical tongue and groove types, and as panels below windows), elastomeric and exterior insulation based plaster, and at the base of most of the buildings, adhered stone veneer color matched to stone visible on a number of early Petaluma buildings (including the Great Petaluma Mill, facing B Street). Visible roofing (that on the gable and butterfly roof accents) is proposed to be a 30-year composition shingle roof in two color variations. Accent materials include cloth and metal awnings, parapets with galvanized sheet metal coping, steel sunshades, metal trusses at the gable ends, and steel tube railings, and gooseneck industrial light fixtures (Sheet A3.0, A3.1, and A5.3 of Attachment F).

Windows are generally aluminum storefront on the ground level commercial spaces and vinyl windows in a matching rubbed bronze/espresso finish at the upper levels and for most residential units. Window patterns include casement, single-hung and horizontal sliders. See Sheet A5.4 of Attachment F for window types, and Sheet A5.5 of Attachment F for detail of each window's placement within the building wall. The color palette includes muted earth-tones (e.g., greys and tans), an upper level accent of whites, and accent use of red. Materials are detailed Sheets A5.3 and specified at Sheets A3.0 and A3.1.

#### *Landscaping*

Site improvements include new landscaping consisting of trees, shrubs, grasses, groundcover, and vines. Ornamental trees will be distributed along the periphery of the site to provide shade and screening, including street trees (street trees shall be reviewed by the Tree Advisory Committee prior to improvement plan approval). Public pocket plazas will include raised landscape planters, seat walls, pavers, bicycle parking, and public art (public plaza shall be reviewed by the Music, Recreation, and Parks Commission prior to improvement plan approval). The overall landscape vision for the Haystack community's exterior edges reflect riparian colors and forms with the tree and grass plantings along the streetscape. The landscape architect describes that the landscape at the Project edges is intended to move with the winds - plants will include grasses and small flowering perennials planted in groupings. Toward the interior of the site the grasses give way to more protected courtyard gardens with plantings that can thrive and brighten shady spaces. The landscape concept accommodates public areas, semi-public areas, and private areas, each with its own planting palette and scale (Sheet L.14).

#### *Parking*

The Project includes onsite parking located in internal parking garages situated within the central

portion of each block. The North Block parking garage provides 90 parking stalls and the South Block parking garage provides 107 parking stalls. Both parking garages are designed to accommodate a 24-foot internal drive aisle. An additional 57 on-street parking spaces will be located on the property's street frontages. A total of 254 parking spaces are proposed for the Project.

Nine electrical vehicle charging stations are provided within the garages, divided between the two blocks. Bike parking is proposed for 54 bikes in public rights-of-way and common areas (by way of bike racks and covered bike shelters); a residential bike storage room is also proposed.

#### *The Transverse Street*

The transverse street will be constructed mid-block between Weller and Copeland consistent with the alignment identified in the SmartCode and will create the north and south blocks. The new public street will have a 50-foot right of way comprised of two 10-foot wide travel lanes, on street parking on both sides (8 feet wide), 5-foot planters and sidewalks. The new transverse street will support two-way traffic and be stop sign controlled at its intersections with Copeland and Weller Streets.

#### *Inclusionary Housing*

Consistent with IZO Section 3.040 and implementing Housing Element Policy 4.3, the Project provides 27 onsite affordable housing units, equaling 15% of the total Project units. The affordable units will be provided in the same mix as represented by the Project (2 studios, 9 1-bedrooms, 14 2-bedrooms, and 2 3-bedrooms) and distributed throughout the residential project site. (See further discussion at page 30.)

### **PRIOR MEETINGS**

The applicant hosted four public outreach events to obtain feedback during the development review process, including the following:

- Tuesday, June 23, 2015 at the Petaluma Arts Center: This outreach event included a small group of design professionals and community members that have been actively involved in the development of long-range plans for the area.
- Monday, August 17, 2015 at the Petaluma Arts Center: This outreach event was a meeting for neighbors directly adjacent to property.
- Wednesday, August 19, 2015 at the Petaluma Community Center: This outreach event was the large-scale Public Community Outreach Event that was open to anyone who was interested in attending.
- Thursday, March 16, 2017 at the Petaluma Community Center: This outreach event was a large-scale Public Community Outreach Event that was open to anyone who was interested in attending.

A fifth public meeting prior to the Planning Commission hearing is scheduled for Thursday, May 23<sup>rd</sup> from 7 to 8:30 p.m. at the Riverfront Café (224 B Street) for interested parties to view the plans and project details that will be presented for Planning Commission review.

In addition, the Project has been presented in various community forums including:

- “Transit and Transit Oriented Development – What Does It Mean in the North Bay”

Presented by the North Bay Division of the League of California Cities on January 26, 2017. This consisted of two presentations, one at the SMART Petaluma Downtown Station and the second at the Hotel Petaluma attended by approximately 70 people.

- “Know Before You Grow” forum presented by Urban Chat.

Please see the Community Outreach Narrative at Attachment D-4 for further public outreach details, including attendees at each meeting. The feedback received from the community, described more extensively at the same Attachment, centered around the following issues:

- Building Height/Density
- Building Design
- Housing Type
- Traffic
- Parking
- Pedestrian Scale/Access
- Open Space/Landscape
- Green Building

A discussion about the comments received and the efforts made by the development team to respond to community comments is presented at Attachment D-4, Community Outreach Narrative. In response to direction received, the Project was modified. Modifications included: (Attachment D-4 for full response.)

- The consistently 4-story Project was revised to include 3-story components to provide vertical articulation and visual interest at the roof line.
- Visual interest such as awnings and improvements to ground level entries was added at the ground floor level to enhance the pedestrian experience.
- Interior parking lots were modified to two-story parking garages at the interior of both blocks to increase parking without impacting the surrounding neighborhood.
- Bike parking for both residents and visitors was increased and EV charging stations were added.
- Courtyards were added along the transverse street to increase greenery and enhance the walking experience from SMART to the river and downtown.
- Energy efficiency and green building practices were clarified and enhanced (see Attachment D-3, Climate Action Plan/Green Building Narrative)

The Project was also reviewed and discussed at the following public meetings:

- On March 7, 2018, the Pedestrian and Bicycle Advisory Committee (PBAC) reviewed and provided comments on the Project. (See further discussion at page 31 below and Attachment D-6, PBAC Narrative)
- On March 29, 2018, the Public Art Committee held a conceptual review discussion and provided feedback on preferred art locations and approaches. (See further discussion at page 30 below and Attachment D-5, Public Art Narrative)

## **STAFF ANALYSIS**

### **Standards of Review**

The Project is subject to the following standards of review:

- Petaluma General Plan
- Central Petaluma Specific Plan (CPSP)
- Station Area Master Plan (SAMP)
- Smart Code
- Implementing Zoning Ordinance (§24.010(G) – SPAR Standards)

The following provides a summary of applicable policies, standards and guidelines. As they pertain to the Project, this section presents a focused consistency analysis for the Planning Commission's consideration.

### **General Plan**

The Project site is located in the Central Petaluma Specific Plan (CPSP) Subarea of the Petaluma General Plan. The CPSP subarea encompasses nearly 400 acres within the heart of the city and is characterized by the Petaluma River, the Turning Basin, and an active rail corridor. The area contains underdeveloped lands as well as warehouses and light industrial uses mixed with new office and residential development and commercial uses primarily near the Basin, and along Petaluma Boulevard South. This subarea also contains a portion of the city's Downtown fronting the river.

The General Plan Land Use Map applies a Mixed-Use designation to the CPSP subarea. The Mixed-Use designation directs a robust combination of uses, including retail, residential, service commercial, and/or offices. Development is oriented toward the pedestrian, with parking provided, to the extent possible, in larger common areas or garages. There is no residential density standard or Floor Area Ratio (FAR) maximum applied to the CPSP subarea. Instead, density and intensity are indirectly regulated by the SmartCode's building form, mass, and height standards. For informational purposes, staff has calculated the proposed floor area ratio (FAR) as 2.4 to the net acre and the residential density as 52 units per net acre<sup>5</sup>.

Policy 1-P-2: Use land efficiently by promoting infill development, at equal or higher density and intensity than surrounding uses.

Policy 1-P-6: Encourage mixed-use development, which includes opportunities for increased transit access.

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.

Policy 2-P-1: As depicted on the Land Use Map allow for urban development at defined densities and intensities to prevent the need to extend outward beyond the Urban Growth

---

<sup>5</sup> While the project site is 4.1 acres, after public right-of-way dedications including the new public road, sidewalk extensions, and pocket plazas, the two proposed lots (see Sheet C-4) comprise 3.43 acres.

Boundary.

**Analysis:** The proposed Project is a mixed-use infill development on a key opportunity site immediately adjacent to transit and at an intensity and density higher than other properties in the immediate vicinity in that abutting properties are undeveloped or contain 1 to 2-story structures. The Project includes a mix of uses with key infrastructure improvements including construction of the transverse street, installation of tree-lined wide sidewalks, and bike facilities (as discussed below) to enhance access to the SMART train station and the transit transfer station on Copeland. Additionally, the Project provides improvements to further enhance and connect bike and pedestrian facilities to the larger network. The Project has been designed with a density and intensity that is appropriate under the property's General Plan designation and to capture the development opportunity of this site given its key location in the downtown area and along arterial corridors.

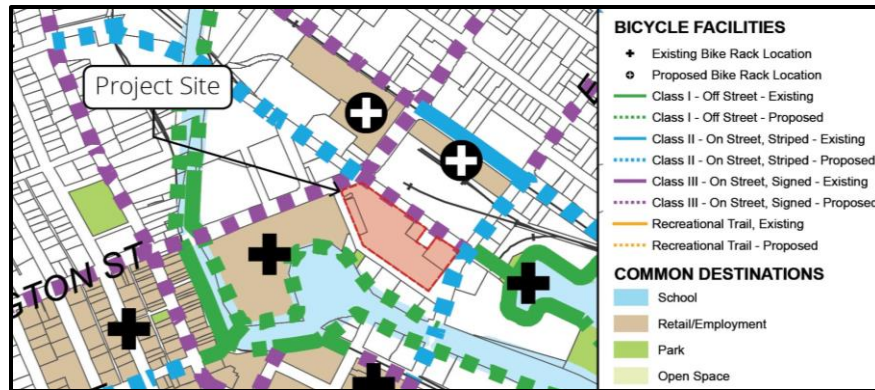
For the above-stated reasons, the Project is consistent with Policy 1-P-2, 1-P-6, 1-P-11 and 2-P-1.

**Policy 2-P-5:** Strengthen the visual and aesthetic character of major arterial corridors.

**Analysis:** The Project contains undeveloped lands along East Washington and East D Streets, between downtown and the SMART station. The Project will redevelop this void in the urban fabric, strengthening the visual and aesthetic character of the corridors with articulated buildings, at a density and intensity appropriate under the property's General Plan designation, set close to the sidewalks and oriented to the street.

**Policy 5-P-15:** Implement the bikeway system as outlined in the Bicycle and Pedestrian Plan, and expand and improve the bikeway system wherever the opportunity arises.

**Analysis:** The Project plans propose installation of a Class III bike route on Copeland Street and a Class II bike lane on East D Street (Sheets C-10 and C-8) consistent with Figure 5-2 in the General Plan. The Project also accommodates the future implementation of a Class III bike route on East Washington. Given the minimal project frontage on East Washington Street, the Class III "share the road" signage and pavement markings are not recommended until additional redevelopment on the south side of East Washington Street occurs as called for in the SmartCode and SAMP. Based on recommendations by the Pedestrian and Bicycle Advisory Committee (PBAC), the Traffic Impact Study, and the City Engineer, conditions of approval have been drafted requiring installation of a protected Class IV bike lane on the project frontage of East D Street rather than the Class II lane, as well as Class III facilities on Weller Street and the transverse street. (See further bike lane discussion at pages 19 and 31.)



**Figure 9: General Plan Figure 5-2**

## **Housing Element**

Policy 1.1: Promote residential development within the Urban Growth Boundary.

Program 1.2: Utilize the Central Petaluma Specific Plan to facilitate the development of vacant and underutilized land at the heart of the City.

Policy 2.1: Encourage a mix of housing design types.

Program 1.3: Allow more flexibility in parking requirement for mixed-use developments in order to promote the development of residential uses along mixed use corridors.

Program 2.2: Utilize the CPSP to facilitate the development of rental and live/work units in the downtown, e.g., high density housing, relaxed parking requirements, and encouraging on-site inclusionary units.

Program 4.3: Continue to require residential project of five or more units to continue to the provision of below-market rate housing.

Analysis: The Project is located within the Urban Growth Boundary (UGB), within the CPSP, on property that is underutilized, and is zoned for urban development of significant residential density and building intensity. The Project proposes a mix of residential unit types including studios and 1, 2, and 3-bedroom units ranging in size from 574 square feet to 1,338 square feet, as well as three live-work units ranging in size from 1,057 and 1,724 square feet. The SmartCode has created a reduced parking requirement for this central site as compared to suburban locations, and the Project complies with the SmartCode parking requirements. The Project includes construction of 27 affordable residential units on-site, 15% of the total 178 project units.

For these reasons, the Project is consistent with the aforementioned Housing Element policies.

## **Central Petaluma Specific Plan**

The CPSP aims to bring together the eastern and western portions of the city while focusing on the river as an amenity and linkage within the city. While the Plan is also aimed at supporting existing viable industrial uses, it advocates for greater densities and mixed-use opportunities,

including ground floor retail. The Project site is within the Turning Basin East sub-area of the CPSP; the following policies of that sub-area apply:

Policy 2.1: Create an active, publicly oriented commercial center at the riverfront.

Policy 2.5: Encourage residential development on upper floors of commercial buildings.

Policy 2.6: Provide for the development of structured parking facilities hidden by ground floor uses, to create an intense pedestrian oriented district.

Analysis: While not located directly on the River, the Project creates an active development with ground floor commercial uses at strategic locations and residential on the upper floors. The Project creates wide sidewalks and implements the transverse street mid-block connection to provide a welcoming pedestrian-scaled access between the riverfront and ultimately the SMART Train Station. Additionally, public plaza amenities proposed on Weller Street will provide connection between the commercial areas of the development and existing Cavanaugh Park, the City's floating docks, and the future boat rental facility in the Turning Basin. The Project design provides onsite parking in two-level parking garages at the center of each block and buildings that wrap around the perimeter of the block to screen the parking and create a strong urban edge along the street frontages with ground floor commercial uses and pedestrian scale features and amenities.

The CPSP is implemented by a SmartCode which prescribes development standards for both the private and public realm; see SmartCode discussion below.

The CPSP also includes Architectural Guidelines (Appendix B), providing recommended design considerations for each sub-area. Due to the Project site's location at Washington, East D Street, Weller, and Copeland, guidelines for multiple "areas" apply to the project design as identified below.

These Guidelines make the following recommendations regarding new projects along East Washington Street (Area 3):

*"The Specific Plan envisions this as a gateway boulevard, fronted on both sides of the street with continuous three to six story building built close to the street edge, and with tree-lined and covered sidewalks. New patterns of development are required in this area consistent with the envisioned higher densities and urban character. In developing the project scale... look to patterns present in the Downtown, particularly in the three-story buildings. Buildings should have at least sufficient detail to be evocative of the rhythm (placement) and richness (shape) of forms present on the Downtown buildings, but detailing need not be elaborate. Because this area includes larger parcels with longer street frontages, there is also the possibility of developing wider building facades which have common materials, fenestration and detailing."*

The CPSP recommends the following design approach along East D Street (Area 6):

*At the project site, the "Specific Plan envisions continuous building facades at the sidewalk edge." But noting that the land south of D Street is currently industrial in nature, and that one*

*parcel is designated as River Dependent Industrial, the text states that significant sections of D Street may remain unchanged for some time and that flexibility is key to development along D Street.”*

The CPSP recommends the following design approach along for the bulk the of the project site (Area 7);

*“So many possibilities exist for buildings of mixed use and densities in this area, that there are few existing Petaluma buildings that provide cues and precedents. Some buildings of comparable scale do exist on Western Avenue, Petaluma Boulevard and Washington Street, and these may prove valuable in establishing patterns of building scale, articulation, light and shadow and relating the new development to exiting context of the Downtown. However, new patterns of development and building form will be required and expected. Developers and designers may look to other cities and resources in creating architectural character in this area. Where feasible, private outside space should be provided for each residential unit. Where residential units are constructed, it is required that landscaped and developed open space for use primarily by residents be provided. This may include gardens, courtyards, terraces, roof gardens, plazas, walks, and other outside amenities.”*

**Analysis:** In designing the Project the applicant team looked to larger traditional buildings in Petaluma’s downtown as a means of establishing patterns and articulation. The resulting design choices create an overall architectural approach that is contemporary with modern interpretation of traditional detailing and architectural style and does not seek to mimic or replicate the surrounding historic fabric found in the area.

The Project fronts both East Washington with four story buildings and East D Streets with three and four-story buildings, built close to the street edge and with tree-lined sidewalks, as recommended. The proposed buildings have detail including articulation, differing roof details, bay windows, awnings, and courtyards, as recommended. Wider building facades are utilized, as acknowledged, but these are broken up to read as narrower building components, evocative of the rhythm of the forms present in the Downtown buildings. As recommended, landscaped outside space is provided for residential users, including courtyards, roof gardens, and pocket plazas.

### **Station Area Master Plan**

The long-term vision of the downtown station area is that of a walkable extension of the downtown, with limited parking where the majority of users arrive by transit, bicycle, walking, or water. To that end, the SAMP identifies three catalyst sites (Golden Eagle/River Plaza Shopping Center, the Haystack Parcel, and the SMART parcel) that “present the best opportunity for transforming the Station Area, meeting the goals of the General Plan and CPSP, and the community’s vision” (page 2-6) and prioritizes development of the Haystack site. Critical to this discussion is also the creation of the transverse street bisecting the project site and providing the pedestrian connection between the SMART station, the riverfront, and Downtown.



**Figure 10: SAMP Opportunity Sites<sup>6</sup>**

Because the project site is one of the key opportunity sites in the Station Area, the SAMP provides renderings specific to the site illustrating the preferred plan for this area, including Figures 11 and 12 below. The preferred plans are conceptual in nature, but were created in response to preliminary analysis of market demand, housing need, access, connectivity, and parking, infrastructure, and historic preservation.



**Figure 11: SAMP Illustrative Preferred Plan (page 2-9)  
View of Haystack's north block**

---

<sup>6</sup> Abutting the three Catalyst sites are the Priority Opportunity sites, which are smaller and contain existing buildings but provide additional development opportunity to complement development of the catalyst sites in transforming the Station Area.



**Figure 12: SAMP Illustrative Preferred Plan Ground Floor Uses**

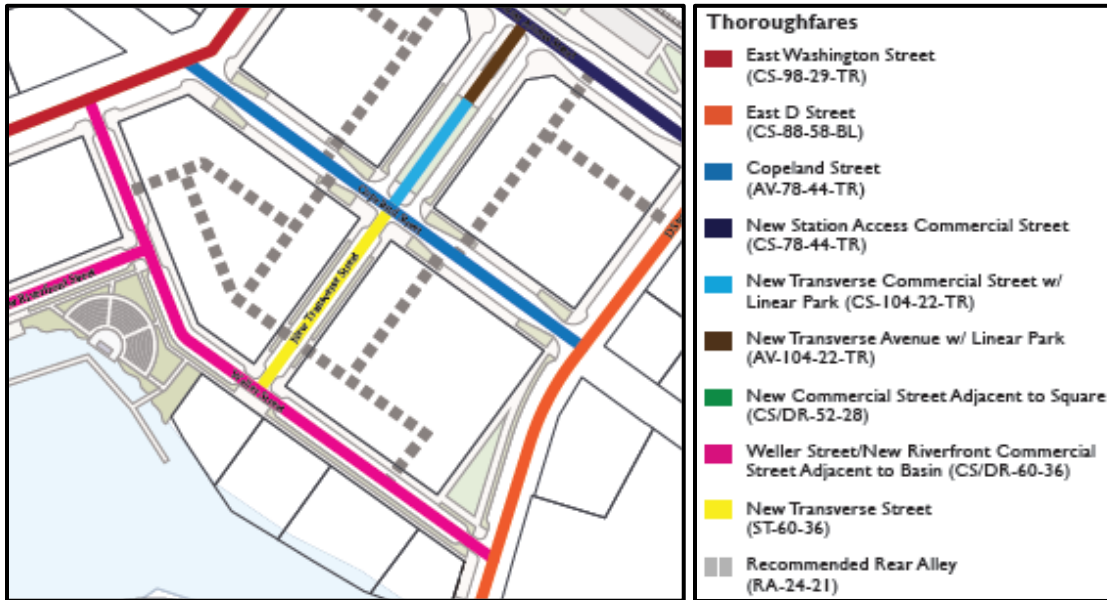
The Project has been designed to implement the conceptual layout and design for the site as a catalyst in the station area. The Project is consistent with the illustrative graphics in that it creates a generally four-story building height with a strong urban edge wrapping around the blocks and concealing parking provided at the core of each block. The Project implements the transverse street, incorporates commercial at key locations along the street frontages, and introduces residential uses on the ground floor of the mid-block sections of Copeland and the transverse street as well as on upper floors.

While there are subtle differences between the conceptual plan in the SAMP and the specific design of the Project, these differences provide additional benefit and are responsive to community input received during the entitlement process. For example, the Project was designed with more consideration to the open space needs of the residents and the community by proposing third level interior courtyards, the residential courtyard design along the transverse street, and public pocket plazas. Additionally, the two interior parking garages, as opposed to interior parking lots as shown in the conceptual plans, serve the parking requirements for the Project and eliminate the need for alley ways as illustrated in the conceptual plan.

### **SmartCode: Regulating Plans**

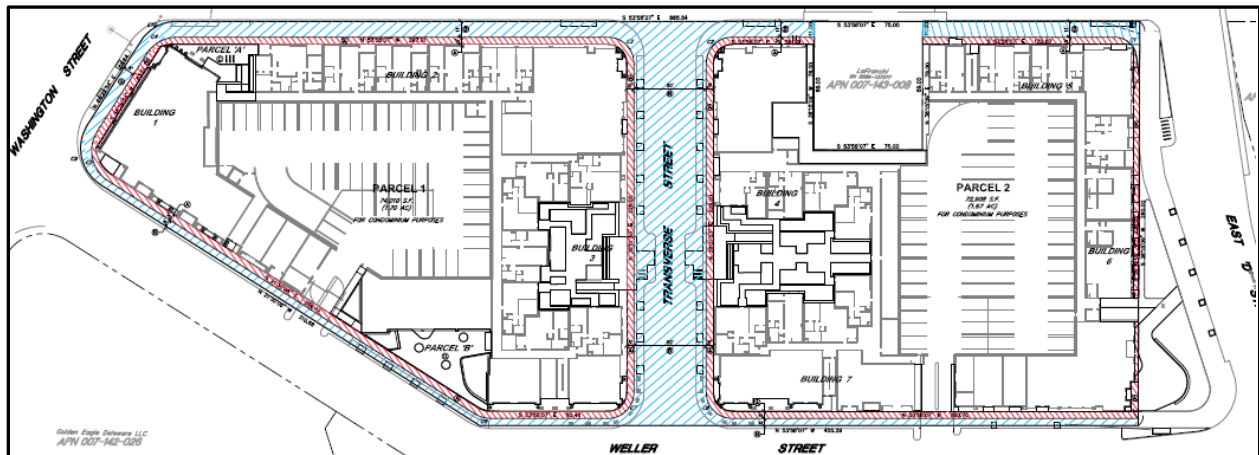
The SmartCode is the regulating document that implements the vision outlined in the CPSP and SAMP. The SmartCode is a form-based code that prescribes development standards for both the private and public realm.

With regard to the public realm, the SmartCode provides a detailed set of design standards which are keyed to a Thoroughfare Regulating Plan (5.10.080) that identifies existing, required and recommended street types. For the private realm, design standards are keyed to a Regulating Plan. The pertinent details of applicable standards are summarized below.



**Figure 13: SmartCode §5.10.080: Thoroughfare Regulating Plan**

The Project proposes each of the thoroughfares as specified in the Thoroughfare Regulating Plan. The Project includes dedication of 0.57 acres of the 4.1-acre site to accommodate street improvements consistent with the specifications of the Thoroughfare Regulating Plan. Dedications include 50 feet of right of way (and 10 feet of sidewalk easement) for the ‘new transverse street’, 11 feet of right-of-way along Copeland Street, and 5 feet of right-of-way along Weller Street (see Figure 14 below). Taken together with sidewalk easements, the Project allocates nearly a quarter of the overall project site to sidewalks and streets in order to comply with the Thoroughfare Regulating Plan.



**Figure 14: Project proposed Dedications to achieve R-O-W sufficient to comply with §5.10**

The five street sections, detailed in the plan set at Sheets C-6 through C-8, are consistent with the layout detailed in SmartCode Section 5.10, specifically 5.10.070A (East Washington Street), 5.10.070B (East D Street), 5.10.070C (Copeland Street), 5.10.070H (Weller Street), and 5.10.070I (new transverse street between Weller to Copeland). The Project was designed with a two-level

interior parking structure and does not utilize rear alleys as shown in the conceptual renderings for the site. Rear alleys are not required by the Thoroughfare Regulating Plan but were instead a recommended approach for accommodating the site's parking function.

The Project proposes the Copeland Street cross section as specified by §5.10.070C, with the exception of decorative paving or similar treatment for the Copeland Street parking lane. To establish consistency with the SmartCode, Condition of Approval 71 in the draft resolution (Attachment A, Exhibit 1) includes this requirement subject to review and approval by the City Engineer, Transit Manager, and Planning Manager as part of the public improvement plans.

On East Washington Street, the Project proposes a layout consistent with the 5.10.070A cross section. However, given the limited Project frontage along East Washington, the City Engineer recommends that the two new on-street parking spaces (Attachment F, Sheet C-16) not be stripped until an abutting segment of East Washington is redeveloped (presumably the SMART site), (see Condition of Approval 67).

While the Project is consistent with bike facilities as called for in the General Plan and the Pedestrian and Bicycle Master Plan, the Pedestrian and Bicycle Advisory Committee (PBAC) suggested that a Class IV protected bike lane be installed along East D Street instead of the Class II lane specified in the City's policy and regulatory documents. A Class IV protected bike lane is a 5-foot wide on-street bike lane that is separated from the closest vehicle travel lane by on-street parking or other separation such as tubular markers, pavement marking, or raised curb lane. A Class IV facility is not identified as an option in any of the adopted City documents but provides increased separation between bicyclists and vehicles.

In response to PBAC comments the applicant team looked at the potential for a Class IV facility. Both a two-way (where both directions of bike travel would occur on the Project side of the street) and a one-way separated bike lane were considered instead of a Class II lane. The revised Traffic Study determined that the two-way separated Class IV is inadvisable due to constraints including the short block lengths between intersections and the proximity of the historic D Street bridge where bicycle facilities are provided via the bridge deck itself. The Traffic Study determined that a one-way Class IV protected lane along the project frontage was acceptable, if desired instead of a Class II bike lane. The Traffic Impact Study notes that the sidewalk "bump out" immediately west of Copeland Street would need to be redesigned to allow for a smoother bike lane transition should the Class IV design be accommodated.

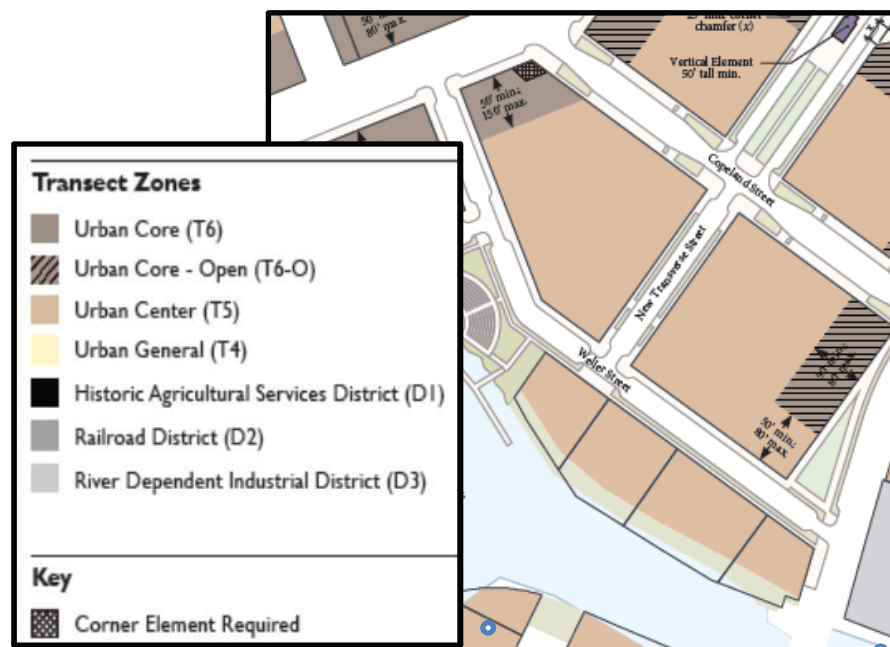
As currently designed, East D Street includes 11-foot wide parallel parking spaces and a 15-foot wide sidewalk. In some stretches of East D Street, modifying the parallel parking spaces to the 8-foot width specified by the SmartCode and City standard may be sufficient to accommodate the increased width needed for a Class IV facility on East D Street (a 5-foot bike lane and a buffer of approximately 3 feet). In other stretches, particularly at the east end, the sidewalk will need to be reduced to approximately 12 feet to accommodate the Class IV protected lane. Reallocating some of the SmartCode specified 15-foot-wide sidewalk width to benefit bike lane facilities is appropriate and consistent with the intent of the Code to provide both successful pedestrian and successful bicycle facilities. As such, conditions of approval 30 and 73 (Attachment A, Exhibit 1) are provided for Planning Commission consideration.

Also, in response to PBAC feedback that the transverse street be designed as the main pedestrian

thoroughfare (but also in consideration of bicyclists), the Traffic Impact Study recommends additional bicycle and pedestrian enhancements for the transverse street. These do not conflict with transverse street standards found in §5.10.070.I and have been incorporated into the plan sets and/or added as condition of approval 74. A mid-block crosswalk will be installed on the transverse street with bulb-outs extending the sidewalk into the parallel parking realm on both sides of the crosswalk. This improvement will create a shorter crossing distance for pedestrians and slow vehicle speeds on the transverse street to improve bicycle safety. A crosswalk featuring color or a painted design to delineate the crossing, as opposed to a raised mid-block one, is recommended to best emphasize the pedestrian crossing while not introducing a raised table for the cyclist to navigate. Given these traffic calming measures and the short block length, travel speeds along the transverse street are anticipated to be slow and accommodating to bicycles. The continuous landscape strips and greening of the street from the courtyard landscaping are anticipated to make for a pleasing pedestrian realm.

The Project proposes the street planter type specified by each §5.10.070 street section, applied in combination with §4.50.050 and SmartCode direction that a continuous planter be utilized abutting a pocket plaza. A continuous planter (with concrete landings for car doors) is also proposed along East Washington Street to create separation between the sidewalk and the arterial. While the §5.10.070 street sections list the planter type as a 4 foot by 4 foot tree well (where it is specified) and the Project has been designed to show this dimension, other sections of the SmartCode imply that this specification is a minimum, and staff recommends that trees wells extend 4 feet into the sidewalk, but preferably 8 feet and at minimum 6 feet in length to better provide space for street trees to thrive. As §4.60.020 notes, street trees serve a vital function in the urban environment. Likewise, Condition of Approval 25c is proposed to ensure consistency with §4.60.040.C, that structural soils be placed adjacent to clean, landscaping soils in the tree wells themselves, in order to give street trees more access to the air and area they need to thrive.

*SmartCode: Regulating Plan (Zoning Map)*



**Figure 15: SmartCode §2.20: Regulating Plan Designations in Project Vicinity**

The SmartCode Regulating Plan serves as a Zoning Map and is principally organized around the application of Transect Zones. The Rural-to-Urban Transect is a means for considering and organizing the human habitat in a continuum of intensity that ranges from the most rural condition to the most urban. Designations range from T1 (Natural) to T6 (Urban Code). The bulk of the Project site is designated Urban Center (T5), the East Washington frontage is designated Urban Core (T6) and the East D Street and Copeland corner is designated Urban Core-Open (T6-O), as show at Figure 15 above. The portion of the Project site at the corner of Copeland Street and East Washington Street is designated as “Corner Element Required.”

The Project is consistent with the Urban Center (T5) regulation in that it is comprised of higher density mixed use buildings that accommodate both commercial and residential uses. The Project also provides wide sidewalks, steady street tree planting, and buildings set close to the sidewalks and oriented to the street. The proposed buildings, which are 4-stories with lower story components, are within the specified building height range for this zone, which is 2 to 4-stories. Additionally, the Project provides for civic space through inclusion of public street-level pocket plazas.

The Project areas with the Urban Core (T6) and Urban Core-Open (T6-O) zones are consistent with those two designations as the buildings form a continuous street wall (allowing for articulation of design) and provide high pedestrian and transit activity. The site’s location adjacent to the Copeland Street Transit Center and close to the Petaluma Downtown SMART Station (approximately 800 feet) aids in creating a Project with high transit activity. The proposed buildings within the East Washington Street T-6 areas are 4-stories, within the specified building height range for this zone, which is 3 to 6-stories. The proposed buildings within the East D Street T6-Open areas area are consistently 4-stories at the corner of D and Copeland, stepping down to three stories in the middle of the D Street block.

The Project complies with the “Corner Element Required” designation in the SmartCode through distinct architecture and using elements of the building façade to emphasize the unique position and shape of the building. While the SmartCode does not explicitly define “corner element”, extrapolating from the CPSP the intent of the designation is to draw attention to the corner and to mark the public’s entry into a pedestrian-oriented district and the threshold of the downtown area. The applicant considered various approaches to providing a corner element but given the T-6 designation specifying the most urban form and a near continuous building frontage, designing the building itself to be the corner element was the ultimate approach chosen. To this end, the building at the corner of East Washington and Copeland Streets was designed to be prominent and articulated with gable roofing details, “L” angle metal trusses at the gable, and urban balconies resulting in a gracious, covered entry to the Copeland facing commercial space. The abutting pocket plaza was also created to emphasize the corner building and its importance. The pocket plaza is also anticipated to activate the exterior of the corner building, perhaps providing an outdoor gathering space for a use such as a coffee shop.

The architect notes after studying surrounding context and listening to community comments for a Petaluma influenced design, “a contemporary corner element was designed that nods to a traditional style and history. The gabled roof draws the eye to this corner of the building while the metal truss and metal siding pay tribute to the industrial surroundings. The resulting design is timeless yet contemporary and pulls design elements from existing Petaluma architecture.” (Attachment D-1, Project Statement)

## *SmartCode: Compliance with Standards*

### Building Function

As proposed, the Project accommodates a range of permitted uses in the T5, T6, and T6-O transects, including multi-family residential (including accessory uses such as bike shop and storage, small craft/kayak storage, dog wash room, etc.), live/work, and commercial uses anticipated to include office, general retail, personal services, and restaurant-café-coffee shop. All of these uses are permitted by right at the project site, pursuant to Table 3.1, except that each live/work use will require a Minor or Conditional Use Permit.

### Urban Standards

The Project is consistent with the urban standards at SmartCode Chapter 4 as outlined in Attachment C (except as noted below under findings pertaining to Warrants). Specifically, the Project provides the Gallery private frontage type where it is required at the Weller and transverse street corners. Consistent with Allowed Building Types, the Main Street building type is proposed and designed as a composite of building components, none of which exceeds the maximum dimensions (no longer than 150 feet and no deeper than 65 feet, pursuant to SmartCode 4.80.140C & D) as shown on Sheet A0.05. The Project Findings specific to SmartCode §4.70.030 (Mixed-Use Projects) are provided in Attachment A, pages 13-15.

Pocket plazas are an allowed civic space type in the T5 and T6 zones pursuant to §4.50.030. Pocket plazas are intended to be formal open spaces, typically hardscaped, and available for civic purposes and subordinate commercial activities. Conceptual design of the three proposed plazas is provided at Attachment F, Sheets L1.1- L1.5. As conditioned, the Music, Recreation, and Parks Commission shall review final design of the three pocket plazas prior to public improvement plan acceptance. The pocket plazas will be dedicated to the City of Petaluma as pocket plazas<sup>7</sup> and maintained in perpetuity by the applicant.

### Thoroughfare Standards

As proposed, the Project is consistent with the urban standards at Section 5: Thoroughfare Standards, including but not limited to, those relating to thoroughfare design of Weller Street, East Washington Street, Copeland Street, D Street, and the new transverse street, intersections, public frontages, public planting, and public lighting.

### Parking Standards

The Project conforms to the applicable parking requirements pertaining to the number of spaces, parking design, and development standards, as well as bicycle parking. Specifically, the Project conforms to parking location standards at SmartCode §6.10.020, as parking within each garage is set more than 20 feet behind the primary building façade line.

The Project is required to provide a total of 215 parking spaces to accommodate both the residential and non-residential uses outlined below. The Project provides 254 parking spaces, including 57 on-street parallel parking spaces along the project's frontages, as allowed in the SmartCode.

---

<sup>7</sup> The D Street pocket plaza is already City right-of-way.

Use	Required Parking Ratio	Parking Required
148 residential units	1 space/unit	148
3 live/work units	1 space/unit	3
27 affordable units	.5 space/unit	14
Total Required for 178 units		165 Minimum
24,866 sq ft of commercial	1 space/500 sq ft	50
Total <b>Required</b> of Project		215 Minimum

Provided Parking	
Garage spaces	197
Residential spaces in garage	180 (2 being tandem)
Commercial spaces in garage	17
Street spaces abutting Project	57 parallel parking
Total <b>Provided</b>	254 spaces

In the garage, 180 spaces are reserved for the 178 residential units (two of the 180 spaces are tandem spaces for use by one household with two cars), therefore the garage provides enough residential parking that each of the 178 units could have a distinct parking space. Additionally, the Project complies with the 165 minimum parking space SmartCode requirement for the residential use of the Project. Residential parking will be “unbundled” and leased independently allowing for households without a car to save parking costs and for households with two cars to lease two spaces if available. In the future, when there is a lower rate of car ownership, the design of the garage is such that the gate separating the residential spaces from the front spaces could be pushed farther into the garage and garage spaces could be leased to outside users.

The first 17 parking spaces within the two garages are for use by the on-site commercial spaces, primarily for employees. The applicant plans to issue visitor decals, whereby commercial employees and resident guests can display parking validation on their dashboards. The number of designated employee parking spaces available to each commercial tenant will be negotiated with each tenant during lease negotiation and will depend on a number of factors including: the type of business, size of space being leased, number of employees, availability, etc. These garage spaces will allow for all day parking for employees and, when available, authorized residential guests.

The 57 on-street parallel parking spaces are expected to have a two-hour parking limit consistent with existing downtown parking limits. These spaces will provide shorter term parking options for users of the commercial spaces. The 17 all-day garage spaces to be leased to commercial tenants and 57 short-term street parking spaces will provide 74 spaces available to the 24,855 square feet of commercial area, well above the 50 spaces required.

The applicant may explore placement of car share vehicles at the site. In preliminary conversations, ZipCar expressed an interest in the idea, if the spaces are on the public street near the intersection of Copeland and the transverse street. In the future, the applicant may act to pursue authorization of this idea with the City Council, if needed.

Bike parking is proposed in compliance with all requirements. In the public realm, 18 bike parking spaces are proposed within two covered shelters and 18 two-bike capacity racks are proposed around the site (Sheet L1.5), providing storage for 54 bikes. The residential tenants have access

to the residential bike storage room and the abutting bike shop (south block, ground floor). Condition 22 in the draft resolution calls for better distribution of bike parking throughout the site as recommended by PBAC and recommends replacement of the proposed Velodome bike shelter with an open-sided shelter with horizontally oriented bikes so that view obstruct through the structure is minimized.

#### Building Materials Compliance Summary

SmartCode §4.70.040 (Building Material Guidelines) states that, “All buildings should be designed and built to comply with the following guidelines:

- A. Building materials. Natural building materials that age gracefully are recommended. Synthetic materials, such as hardboard or cementitious siding, are also allowed if they faithfully simulate the natural material and have equal or better weathering characteristics.
- B. Vinyl materials. Vinyl windows, plastic gutters, siding, shutters or similar material should not be used in any renovation or adaptive reuse of an historic building and are discouraged in any new building.
- C. Divided light windows. True divided light windows or simulated divided lights should be used in new construction and remodeling. Windows with the grids between the glass are discouraged.
- D. CALGreen Tier 1. Building shall meet the requirements of CALGreen Tier 1.

Natural building materials including painted corrugated metal siding and metal trusses are used in the building. The Project also uses synthetic materials intended to simulate natural material and have equal or better weathering characteristics, including fiber cement siding and elastomeric and exterior insulation based plaster. The Project includes the use of vinyl windows, which are discouraged in any new building. However, the vinyl windows are specific to the residential components of the Project and predominately found on upper floors, with the exception for the ground floor residential units. Most ground floor windows are proposed as aluminum store front systems for the commercial spaces. To minimize the visual impact of the vinyl windows a rubbed bronze/espresso hue is proposed to match the storefront windows on the ground floor. Additionally, Condition of Approval 17c specifies that where divided lights are proposed that they must be true divided or simulated divided lights, but not with the divider between the panes of glass, in compliance with the material standards.

Composition shingle roofing is proposed on the gable accent roofs, which are the most visible roof features in the Project. These gable roof forms were inspired by local metal roofed warehouse buildings, whereas composition shingle roofing is a typical roofing material of more suburban residential development. Conditions of approval for both the North River Apartments Project and the Celsius 44 Project required metal roofing on the most visible roof areas to better compliment a more modern/industrial design complex in the core downtown area. In keeping with this precedence and to address concerns about comp shingle roof material being appropriate on the more visible roof areas on an urban mixed use development within the historic downtown context, Condition of Approval 17a requires metal roofing materials prior to issuance of a building permit.

The stone veneer proposed at the pedestrian level is intended to match the color of stone visible on a number of early Petaluma buildings (including the Great Petaluma Mill, facing B Street). The Project does not attempt to replicate the early stone look, but rather to match the color of the early stone. The proposed stone veneer includes corner pieces and a variety of sizes. To ensure the appropriate placement and detailing to achieve an authentic look for the stone veneer, Condition of Approval 17b requires review and approval of final specifications and installation details prior to building permit issuance. Additionally, staff asks the Planning Commission to consider the gallery columns at the transverse and Weller Street corner. Adding the stone at the base of the posts and in an angled manner may result in an overly bulky appearance; a simplified gallery column of double metal posts may be more appealing.



**Figure 16: Columns Proposed at & near Gallery (Weller St & transverse)**

The site is highly prominent, and the Project's design details should be carefully considered. The butterfly roof proposed at the corners of three blocks (both corners of Copeland and the transverse street and East D and Weller Street) is a design feature not previously utilized in Petaluma and which the Planning Commission may wish to consider (Figure 17). The Planning Commission may also wish to consider requiring west (side) facing upper-floor windows along East D Street at the recessed entry leading to the elevator, in order to add eyes on the recessed areas, visual interest to the building as viewed from East D Street, and natural light to benefit the studio unit (Figure 18). Currently no windows are proposed on this recessed entry (see also Sheet A2.1B).



**Figure 17: Butterfly Roof Image**



**Figure 18: Side-facing window location**

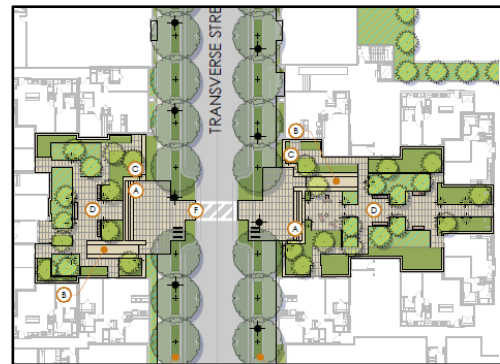
The overall Project employs the Main Street Building type, which is appropriate in the T5 and T6 zones (SmartCode 4.80.140). Subsections 4.80.140 D calls for the main body of the structure to not exceed 150 feet in order to echo the rhythm of a neighborhood main street. Given the size of the project site and in an effort to meet the intent of this standard for the Main Street Building type, the Project proposes articulation at least every 150 feet so that the overall Project on any given frontage reads as a series of buildings as opposed to one large building with a single frontage. The Project uses changes in roof line, structural articulation, and color changes to emphasize this articulation. This approach is similar to that used in the North River Apartments Project to differentiate the built form at least every 150 feet of frontage to be more in keeping with the traditional components of a downtown main street. The Planning Commission may also wish to consider whether the architectural design is distinct enough to visually achieve the desired breaks in the building, consistent with this code standard.

### Warrants

The SmartCode is a form-based code with prescribed standards for projects in this area. The SmartCode also includes provisions for warrants and variances, acknowledging the need for flexibility when applying applicable development standards to a specific site. A Warrant is a tool within the SmartCode that allows for a deviation from a requirement or standard of the SmartCode. The warrant should only be granted if the decision makers determine that such flexibility is justified because of overall consistency with the Intent of the Code (SmartCode Appendix A, page 173<sup>8</sup>). Two warrants are requested for the Haystack Pacifica project; these relate to allowing the transverse-facing courtyards, as designed, and to allowing side-facing entry doors to the Copeland-facing stoop units.

**Warrant 1** - To allow design modification to the Courtyards fronting the transverse street, consisting of four components:

The courtyard building type is an allowed building type at this location and the common area residential courtyards fronting the transverse street are allowed. However, the particular design of the proposed courtyards does not conform with the specific code provisions in the follows ways:



**Figure 19: Transverse street courtyards**

- a. SmartCode §4.80.130(I) specifies that courtyard width not exceed a 50 foot maximum. The courtyard on the south side of the transverse street as designed is 54.5 feet wide and the courtyard on the north is 73 feet wide.
- b. SmartCode §4.80.130(F) specifies that the main entry of ground floor courtyard units be directly off a courtyard or street. Four of the 15 ground-floor courtyard-facing units do not have a main entry door directly off the courtyard or street. They are instead accessed only

---

<sup>8</sup> Appendix A: Section 8.10.020.H.1 Reads: A Warrant is a ruling that would permit a practice that is not consistent with a specific provision of this Code but is justified by the provisions of the Intent at the beginning of the code. A Variance is any ruling on a deviation other than a Warrant. Variances shall be granted in accordance with Section 24.050 (Variances) of the Zoning code.” Variances are for deviations from the specifics of the Code in a manner that is not consistent with the Intent of the SAMP.

from the interior corridor.

- c. SmartCode §4.80.130(B & I) specifies that lot depth not exceed 100 feet. The lot is the whole width of the block, but the SmartCode is interested in the block feeling like a number of buildings, not that each building actually be located on an individual lot. The south courtyard depth, and therefore the depth of the lot as perceived by public viewing the courtyard building, is 108 feet deep.
- d. SmartCode §4.40.090 details the Dooryard Private Frontage, an allowed and proposed frontage type of mid-block transverse street. The raised courtyard design of this frontage requires modifications to these standards to accommodate the raised and the communal nature of the proposed residential courtyard.

The courtyard, raised approximately two feet above the public sidewalk level and on each side of the transverse street, provides a common residential open space that functions as a middle ground between the urban public environment and the individual residential units, a space for residents to witness the activity of the street (like a residential front porch). The courtyards also serve a beneficial function to the pedestrian realm, both in greening the transverse street and providing additional texture to the streetscape, but also in that resident use of those courtyards will add liveliness and an increase sense of safety to the streetscape.

The wider courtyard dimensions maintain the intended pedestrian-oriented, vibrant, engaging urban environment. They are wider than the listed maximum by 4.5 and 23 feet respectively yet are successful in creating a courtyard environment which will serve as a residential common area and an enhancement to the environment of the transverse street by greening and enlivening it.

Ensuring that residential units fronting the courtyard will have direct and convenient access to the courtyard is a means of promoting the courtyard's use and thereby creating an enlivened pedestrian-oriented environment. In this case, the applicant found that they were unable to provide access to four of the 15 courtyard units while also ensuring privacy to the bedroom of the abutting corner unit. Use of the courtyard can be ensured with direct and convenient access to the other 11 courtyard units and by ensuring courtyard design to attract use by both the abutting units and interior units (Condition of Approval 17d).

As §4.80.130(I) allows courtyard depth to be 150 feet, it is unexpected that the listed maximum lot depth (in this case, the perceived lot depth) is specified as 100 feet, creating an internal inconsistency within the code section, at least in application of this Project. Regardless, the proposed 108 foot depth is only an 8% difference from the listed maximum, not a distance anticipated to have any negative impact on the function or aesthetics as experienced by residents using the courtyard or by pedestrians from the public (sidewalk) realm.

While the SmartCode permits a courtyard building type along the transverse street, §4.40.140 requires that the midblock section of the transverse street have either a Stoop or Dooryard Frontage type. The Project proposes a Dooryard frontage, but there are standards of this frontage type that are not compatible with the courtyard building type. As a courtyard is an allowable building type, a Dooryard frontage type, modified to be compatible with the courtyard design, is consistent with the Intent of the Code.

Based on this analysis, staff recommends approval of Warrant 1 as part of the overall SPAR for the Project and consistent with the overall intent.

**Warrant 2** - To allow the proposed ground-floor residential entry door orientation on Copeland Street, consisting of one component:

- a. SmartCode §4.40.070(C) specifies that, in the case of building utilizing the Stoop Private Frontage type, all doors must face the street. As the mid-block sections of Copeland Street utilizes the Stoop Private Frontage type, the eight ground-floor residential stoop units along Copeland are directed to have front facing doors. Seven of the eight stoop residences have an entry door accessed via a covered stoop, but with an entry door oriented perpendicular to the street (see image at right and Sheets A2.0A & B)<sup>9</sup>.

The intention of this standard is to ensure that stoop entries engage the sidewalk. The proposed placement of front doors, while not facing perpendicular to the sidewalk, engage with pedestrians by being in direct line of sight of pedestrians traveling north along the sidewalk. Additionally, extensive glazing is detailed within the recessed stoop, fronting the street and providing articulation similar to a front-facing doorway. The architect has provided an example of a side facing door with a front facing window (Figure 21) engaging the sidewalk (450 and 462 First St). The architect also specifies an entry door with a glass panel, which is a more engaging than a solid door. In order to ensure an engaging stoop, Condition of Approval 17e has been drafted requiring that the stoop design is further detailed to depict an engaging arrangement from the sidewalk perspective.

Based on this analysis, staff recommends approval of Warrant 2 as part of the overall SPAR for the Project and consistent with the overall intent.



**Figure 20: Copeland St Stoop Entries**



**Figure 21: Side-facing door example**

---

<sup>9</sup> The eighth stoop, the most northern one on the south block, has a front-facing door, as directed by the SmartCode. This stoop is not recessed like the other 7 stoops but is covered by the bay window above; either style is permitted by the SmartCode. Not being recess, the stair to this eighth stoop projects not more than five feet into the 17-foot-wide sidewalk; the proposed design does not extend into the public right-of-way (see Sheet C-4), results in the retention of a 12-foot wide sidewalk, and does not conflict with SmartCode§4.40.070.

## **Implementing Zoning Ordinance**

The Project is consistent with Implementing Zoning Ordinance §24.010 – Site Plan and Architectural Review, in that all required findings found in §24.010(G) can be made as follows:

- a) The Project includes the use of quality materials, such as painted corrugated metal siding and fiber cement lap siding and tongue & groove vertical siding, and plaster, metalwork (for railings and awnings). The use of these materials is done in a way that ensures harmony and proportion with the overall design of the site, as the Project includes two block masses that have been designed to resemble multiple buildings when viewing from public vantage points. The design approach of creating the appearance of multiple buildings is appropriate and necessary since it both reflects the historic building pattern in the downtown and results in compliance with SmartCode standards pertaining to building types.
- b) The architectural style of the proposed building is appropriate and compatible with the overall character of the neighborhood in that building features reflect a contemporary expression of historic agricultural industrial buildings as well as current mixed-use buildings. Compatibility with the neighborhood is advanced through the Project conformance with SmartCode frontage type standards. Also, as described above, the appearance of multiple buildings in the Project further ensures neighborhood compatibility.
- c) The Project's siting is appropriate given its conformance to mandatory frontage, setback, and building placement standards of the SmartCode. It is also consistent with the SmartCode specifications for interior parking and for buildings oriented to the pedestrian environment and largely occupying the project frontage.
- d) The Project excludes proposed signage. Therefore, this finding is not applicable. Separate sign permits in compliance with SmartCode §4.90 shall be obtained prior to the installation of any signage. A number of sign types are allowed and regulated by SmartCode §4.90, including awning, blade, marquee (not more than 1 per frontage), wall, wall mural, and window signs.
- e) As reflected by the findings above, the Project's bulk and height is appropriate. The Project's primary 4-story height is consistent with the 2 to 4-story range specified by the T-5 and the 3 to 6-story range specified by the T-6 and T6-O SmartCode designations. Some of the buildings utilize a 3-story height, a fourth-floor setback, or a change of building material and color at the fourth floor to articulate the roof form and modify the massing and bulk. Single story pedestrian-oriented elements and articulation ensure that the bulk and massing do not negate the pedestrian experience. The Project includes the use of both muted earth tone colors and assent use of at least one contrasting primary color. The resulting composition from these colors is appropriate given their ability to enhance the appearance of multiple buildings and add visual interest to the overall Project.
- f) Proposed landscaping within the Project consists of street tree and planter strip planting, landscaping of the three civic pocket plazas, and landscaping of the residential courtyards along transverse street and third-floor interior courtyards, and small urban-type planters at some building walls. Public plantings conform to the mandatory standards of the SmartCode and, furthermore will be subject to review by the Music, Recreation, and Parks

Commission (civic pocket plazas) and the Tree Advisory Committee (street trees) prior to building permit issuance. Private landscaping appropriately creates socializing and outdoor use areas for the residents as well as, in the case of the courtyards off the transverse street, an interesting green and open cross section along the new transverse street.

- g) The Project's ingress, egress, internal circulation for bicycles and automobiles, off-street automobile and bicycle parking facilities, and pedestrian ways promote safety and convenience and conform to City standards since the Project incorporates various new circulation and access features. The Project provides a surplus of covered and uncovered bicycle parking facilities, which will be provided along all streets bounding the site. Automobile parking in excess of the minimum is provided in two interior, two level parking garages and on the street surround the Project. Lastly, a Traffic Impact Study was prepared for the Project which assessed site access and site distance and has been analyzed within the Project's CEQA Analysis.

#### *Affordable Housing*

The Project proposes to provide affordable housing units on-site, in accordance with IZO Section 3.040 and implementing Housing Element Policy 4.3. Given the City's expressed desire for affordable housing and the Project's location near the SMART station, the applicant is providing 15% of the total Project units as affordable housing units (27 units), including a mix of unit types to mirror the mix in the larger Project (2 studios, 9 1-bedrooms, 14 2-bedrooms, and 2 3-bedrooms), and distributed throughout the Project as specified by IZO 3.040.C. The Project has long intended to provide the 27 units at a rate affordable to low-income households (at the 80% area median income (AMI) rate); however, the Project is now subject to the latest adopted affordable housing policy, which directs that in a rental project half of the 27 units be affordable to very-low and half affordable to low-income households (50% AMI and 80% AMI rate respectively, pursuant to IZO 3.040.B.3). If the Project finds that compliance with this aspect of the City's current Inclusionary Housing policy renders the overall Project financially infeasible under the current economic conditions, pursuant to IZO 3.040.D, they may request alternative compliance for the income level designation at the discretion of the City Council.

#### *Public Art*

IZO Chapter 18 (Public Art) requires non-residential development with a total construction cost greater than \$500,000 to install public artwork on-site or pay an in-lieu fee equal to 1% of the total construction costs (to finance public art elsewhere in the City); thus, the commercial portion of the Project is subject to the public art requirement.

The applicant has expressed their intention of satisfying the 1% public art requirement by providing public art on site. On March 29, 2018, the Public Art Committee held a conceptual review discussion and provided feedback on preferred art locations and approaches. The Committee generally preferred those art placements noted on sheet L-1.1 (Weller Street and/or East D Street pocket plazas), unless the approach of smaller, perhaps functional art was utilized through the public areas of the site. The Committee offered general suggestions for materials, composition, and scale and offered a subcommittee of members willing to work with the applicant on artist selection and further refinement prior to returning to the Committee. Prior to Building Permit submittal, the Project will return to the Committee for review and approval of on-site public art or pay the in-lieu Public Art fee (Condition 7).

### **Climate Action Plan/Green Building**

On January 22, 2018, the City of Petaluma adopted Resolution No. 2018-009 N.C.S. reaffirming the City's intent to reduce greenhouse gas emissions as part of a coordinated effort through the Sonoma County Regional Climate Protection Authority. As presented in the Sonoma County Climate Action Plan, the City of Petaluma could achieve GHG reduction through a combination of state, regional and local measures.

The Sonoma County Regional Climate Action Plan is an advisory document to assist the City in achieving its stated intent to reduce GHG emissions. Development projects within the City of Petaluma are encouraged to comply with the intent of the Climate Action Plan and realize GHG reductions through voluntary application of reduction measures. The Project has been designed to address concerns about climate change and has reviewed the Climate Action Plan measures.

The Haystack Pacifica project succeeds in locational based Climate Action Plan measures such as 4-L1 and 4-L2 (mixed use development in city centers and along transit corridors) and includes installation of supporting infrastructure such as bike and pedestrian amenities, EV charging stations, provision of residential units at a variety of price points, and provision of affordable housing (4-L3 and 4-L4). The proposed Project is also designed to support measures such as 5-R8 regarding safe routes to school by constructing/reconstructing wide public sidewalks around the block and with the new transverse street, improving the local pedestrian system, and supporting bicycle and pedestrian measures (measure 5-L4). The Project also includes traffic calming measures (5-L5) such as marked crosswalks, curb extensions, on-street parking, and street trees. Furthermore, the Project realizes greenhouse gas (GHG) reduction/CAP measures overall by use of:

- Rooftop Solar PV (15% of roof tops will have solar panels)
- Solar or tankless hot water heaters
- EV charging stations (9 proposed to be distributed between the two garages, where 3 are required<sup>10</sup>)
- Participation with Sonoma Clean Power – 45% renewable energy sources.
- Encourage resident use of transit
- Bicycle Shop (maintenance room) for residents
- Pursuit of authorization for car-share designated parking (having a ZipCar/car-share nearby facilitates a reduction in private car ownership)
- Unbundled parking
- All exterior Lighting will be LED
- Exterior Outlets to accommodate electrical landscaping equipment

### *Pedestrian and Bicycle Advisory Committee*

On March 7, 2018, the Pedestrian and Bicycle Advisory Committee (PBAC) reviewed and provided comments on the Project. See PBAC Narrative (Attachment D-6) for action minutes and applicant response. The Commission consensus was to recommend the following:

---

<sup>10</sup> California Green Building Standards Code mandatory requirements together with G.P. Policy 4-P-9 require installation of electrical vehicle charging stations in at least 1% of the total on-site parking spaces and a project designed to support future electric vehicle charging in at least 3% of the total spaces. Thus, the current requirement is for at least 3 EV charging spaces and a project designed to support at least 9 in the future.

- No fruiting trees over bike racks.
- Place more bike racks close to restaurants. Relocate bike racks in right of way as needed for use.
- Bike parking at retail businesses for short term parking.
- Protected centralized bike parking for employees.
- Encourage transverse street as main thoroughfare for pedestrians (especially) and bikers; put in colored pavement and consider raised street.
- Look at two-way cycle track (a Class IV protected bike lane) along project frontage on D Street or flip parking and bike lane (a one-way Class IV); reduce sidewalk width if needed.
- Install wayfinding signage around perimeter of the Project.

These recommendations have generally been incorporated into the Project. The bike racks will be located around the site to accommodate the multiple tenants over time, 18 covered bike parking spaces will be provided to serve employees (or visitors) and another 36 intended for shorter term use by customers of the commercial spaces and the public generally; Condition 22a ensures the racks are spread around the site and located near entries. The transverse street has been further considered; colored pavement and bulb outs at the mid-block cross walk and landscaping will enhance especially the pedestrian experience of the street while also accommodating the cyclist. The one-way Class IV at D Street has been considered and is recommended by the City as Condition of Approval 73. The applicant proposes to provide wayfinding signage and it is ensured by Condition of Approval 76.

## **ENVIRONMENTAL REVIEW**

In accordance with the California Environmental Quality Act (CEQA), an Environmental Checklist for Streamlined Review (CEQA Analysis) was prepared by staff (Attachment B). As demonstrated therein, the Haystack Mixed-Use Project is eligible for several CEQA Exemptions set forth in the CEQA Guidelines including the Community Plan Exemption (15183), Consistency with Program Environmental Impact Report (EIR) (15168), and a Class 32 Infill Exemption (15532). In addition, the Project is exempt from CEQA in accordance with California Government Code Section 65457, projects that are consistent with a Specific Plan EIR. Each of the identified exemptions provides for a separate and independent basis for CEQA compliance.

California Public Resources Code Section (21083.3), California Government Code Section (65457) and CEQA Guidelines (Sections 15183, 15168, and 15532) allows a streamlined environmental review process for projects that are consistent with the densities established by existing zoning, community plan, or general plan policies for which an Environmental Impact Report (EIR) was certified. The Project is consistent with the zoning and intensities established by the Central Petaluma Specific Plan (CPSP) and with the CPSP EIR (SCH Number 2002-11-2039). The Haystack Mixed-Use Project is consistent with policies of the CPSP such as to create an active environment of publicly oriented commercial spaces near the riverfront, utilizing mixed-use development around the City's highest concentration of public transit, with residential development above commercial uses.

The Haystack Mixed-Use Project as proposed implements local and regional planning effort by introducing high density residential and ground floor commercial near transit and existing goods and services. The Project is located adjacent to the Copeland Street transit center, a block from

the downtown SMART Station, and proximate to downtown Petaluma and its services. SmartCode amendments adopted on July 1, 2013 with the Petaluma Station Area Master Plan (Ordinance No. 2470) designate the site as one of three catalyst sites in the City and a priority opportunity site. The site is identified as a Priority Development Area (PDA) in Plan Bay Area 2040, the region's Sustainable Community Strategy (SCS). Development of the city-center site at the intensity proposed has been planned for by the CPSP, SAMP, and General Plan and their respective environmental documents.

The CEQA Analysis demonstrates consistency with program level environmental documents (CPSP and General Plan) and does not identify any new or more severe significant environmental impacts beyond those analyzed in the CPSP EIR and General Plan EIR. The Project is subject to all mitigation measures set forth in findings of fact for prior EIRs including the City of Petaluma General Plan EIR (SCH Number 2004-08-2065) and the Central Petaluma Specific Plan EIR (SCH Number 2002-11-2039).

The CEQA Analysis considers the Project's potential to impact environmental resources relative to prior analyses. All 20 environmental categories, ranging from air quality to wildfires are presented in the Project's CEQA Analysis. The environmental conditions of approval are set forth in Chapter 6 of the CEQA Analysis and ensure that mitigation measures from prior EIRs are fully incorporated into the Haystack Mixed-Use Project. Standard conditions of approval for environmental items are identified for air quality, biological resources, cultural resources, geology and soils, greenhouse gases, hazards and hazardous materials, hydrology and water quality, noise, public services and recreation, transportation, and public utilities. The following lists components of the CEQA Analysis worth noting:

- Biological Resources: Two small man-made depressions were created circa 2007 during on-site soils remediation activities (noted on Sheet C-3). These have since developed seasonal wetlands characteristics and would likely be considered jurisdictional wetlands by one or more regulatory agencies. As described in the CEQA Analysis, fill of these 0.04 acres of inadvertently created wetlands will require approval from the Regional Water Quality Control Board (RWQCB) to ensure that their fill is offset through compensatory credits purchased at an approved mitigation bank.
- Hazards/Hazardous Materials: The site has been subject to multiple investigations to identify contaminants related to its past industrial uses. The site has undergone remediation and cleanup to the satisfaction of the Regional Water Quality Control Board and the Sonoma County Local Oversight Program; a Case Closure Letter was issued on March 1, 2010. A Technical Memorandum was prepared in 2018 and provides recommendations for soil and groundwater management during and after construction of the Project.
- Noise: An Environmental Noise Assessment was prepared for the Project and all recommendations incorporated as conditions of project approval including: (a) Noise Controls During Construction (notification, construction schedule, and equipment standards); (b) Sound Transmission Class (STC) rated windows, doors, and construction methods; and (c) Mechanical Ventilation.
- Transportation: The Traffic Impact Study (TIS) evaluated the Project's potential to impact pedestrian, bicycle, and traffic safety, level of service standards, access, and/or introduce conflicts with the CPSP and General Plan. Recommendations set forth in the TIS have been incorporated as conditions of approval including: (a) Fair Share Contribution for Signalization of Copeland Street/East D Street; (b) Extension of eastbound left turn lane on East D Street at

Copeland Street approach to 100 feet; (c) Install Wayfinding Signage; (d) Install decorative crosswalk midblock at transverse street; and (e) Install “sharrow” markings on Copeland and Weller Streets. With recommendations from the TIS incorporated as conditions of approval, the Project will not result in any new or more severe impacts to transportation relative to what was analyzed in the CPSP and General Plan EIRs.

## **PUBLIC OUTREACH**

A notice of public hearing was published in the Argus Courier on May 16, 2019 and mailed to all property owners and occupants within 1,000 feet of the project site. Additionally, four public hearing signs was installed on-site, one each facing Weller, East Washington, Copeland, and East D Streets consistent with City Council Resolution No. 2018-107 N.C.S.

As outlined in discussion above, multiple community meetings and outreach events to solicit feedback early and often in the process.

As of the mailing of the staff report, no comments have been received.

## **ATTACHMENTS**

A: Draft Resolution for SPAR and Warrant Requests

B: CEQA Analysis

(The environmental studies referenced in the CEQA Analysis are viewable on the City’s webpage at <http://cityofpetaluma.net/cclerk/archives.html> via the May 28th Planning Commission Agenda link)

C: SmartCode Compliance Detail, specifically the Urban Standards Table (Table 4.10)

D: Applicant Narratives:

D1: Project Statement

D2: Parking Narrative

D3: Climate Action Plan Narrative

D4: Community Outreach Narrative

D5: Public Art Committee Narrative, and

D6: PBAC Narrative

E: Class IV Concept Image

F: Project Plans