



DATE: July 12, 2022 AGENDA ITEM NO. 5.A.

TO: Historic & Cultural Preservation Committee

FROM: Isabel Castellano, Historic Preservation Specialist
Erica Baptiste, Senior Planner

REVIEWED BY: Andrew Trippel, AICP, Planning Manager

SUBJECT: **Hampton Inn Expansion (Silk Mill)**
Study Session to solicit Historic and Cultural Preservation Committee (HCPC) feedback on Major Historic Site Plan and Architectural Review (HSPAR) submitted by Arris Studio Architects on behalf of BPR Properties LLC to expand the Hampton Inn Hotel, former Silk Mill with new construction of a hotel rear addition with a height of approximately 34 feet and with a building footprint of 4,330 square feet, a new stair landing, and landscaping improvements to accommodate 20 new hotel guest rooms.
Address: 450 Jefferson St
APN: 007-163-002
File No: PLSR-2022-0005

RECOMMENDATION

It is recommended that the Historic and Cultural Preservation Committee (HCPC) receive an informational presentation and provide non-binding comments regarding BPR Properties LLC and Arris Studio Architects' proposal to expand the Hampton Inn Hotel, former Silk Mill, with new construction of a two-story, rear addition to the existing hotel. The proposed addition extends toward Wilson Street with a height of approximately 34 feet and a building footprint of 4,330 square feet, a new staircase, landing, and conversion of the existing outdoor gathering area to accommodate 20 new hotel guest rooms.

A Major Historic Site Plan and Architectural Review (HSPAR) Planning entitlement is required for the physical expansion of the hotel and associated site improvements. The Applicant has also submitted a Zoning Text Amendment (ZTA) to modify the required parking requirement for the hotel/motel land use in order to support their request for a parking reduction below the minimum requirement. HCPC may wish to provide feedback on this request for a parking reduction involving a designated landmark site as it relates to potential impacts to historic resources.

BACKGROUND

Project Review Process

On October 21, 2021, the Applicant participated in a Development Review Committee meeting with City staff from various departments including the Community Development department. During the discussion, preliminary feedback was provided about the proposed hotel expansion at the rear of the site, and it was determined that Major Historic Site Plan and Architectural Review (HSPAR) is required for the proposed addition on the site based on the property's historic designation as a local landmark and listing on the National Register. The associated request for a ZTA related to required onsite parking for the hotel/motel land use also requires discretionary review, including recommendation by the Planning Commission and approval by the City Council.

The project's HSPAR application was received by the Planning Division on January 26, 2022. It was deemed incomplete, and the applicant submitted additional required information, including a ZTA application, on April 8, 2022. During a meeting with the applicant on May 6, 2022, to discuss the status of the applications, the Planning staff recommended that a HCPC study session be scheduled. Currently, the project applications are deemed incomplete.

The proposed project is before HCPC as a study session item to solicit input prior to the project coming before the HCPC for formal consideration of the entitlement. The HCPC's feedback as part of the study session will be non-binding and the project will be subsequently brought before the HCPC for discretion. Additionally, the ZTA will be considered by the Planning Commission for recommendation and formal discretion before the City Council. No action will be taken by the HCPC at the study session.

Project Location

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

Figure 1: Project Location.

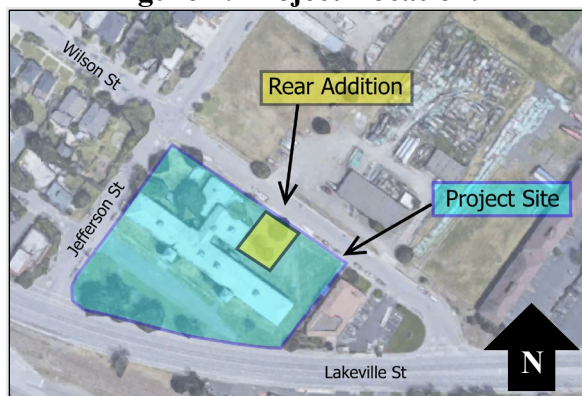


Figure 2: Project Zoning Context.



Figure 3: Sanborn Map, 1910.

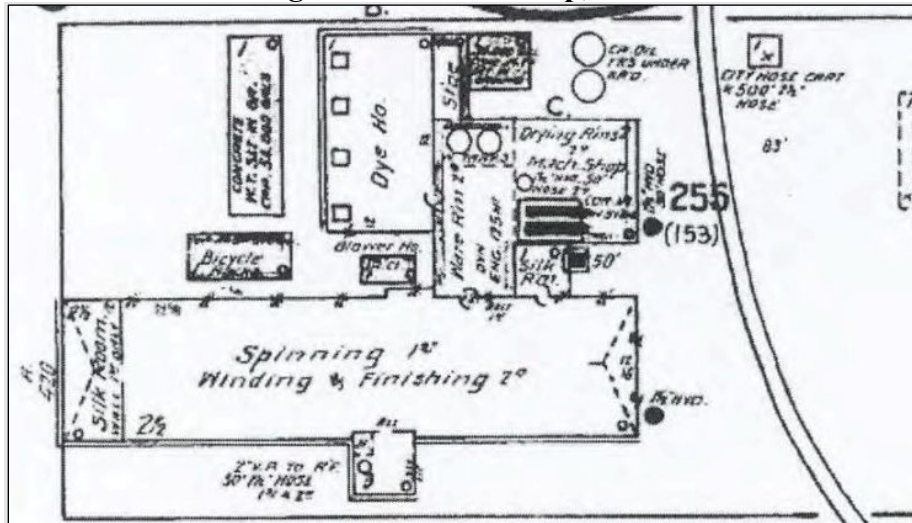


Figure 4: Sanborn Map, 1926.

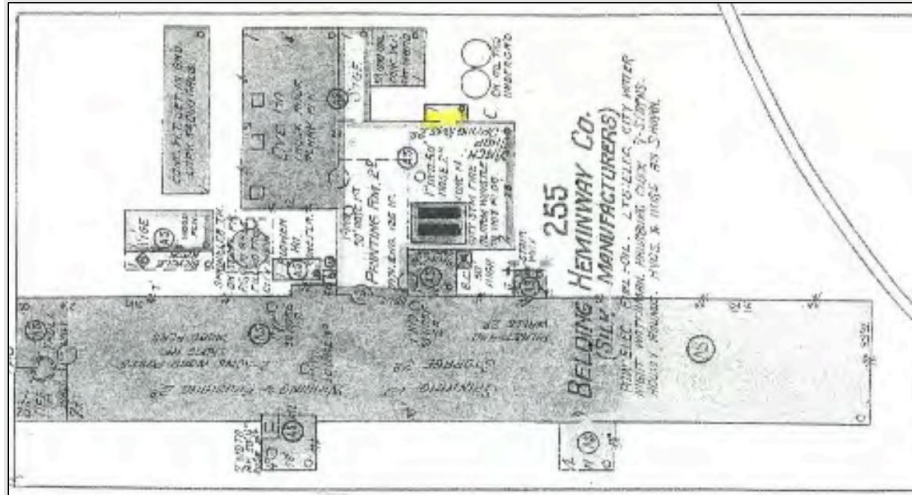
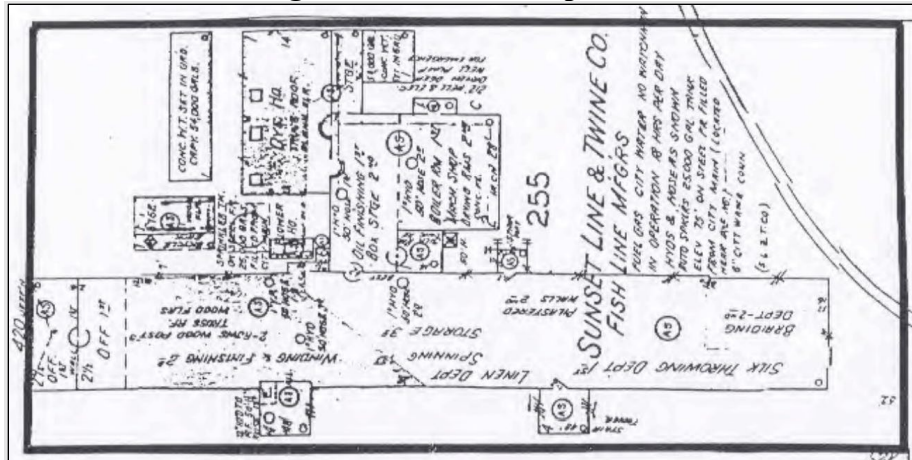


Figure 5: Sanborn Map, 1950.



History

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

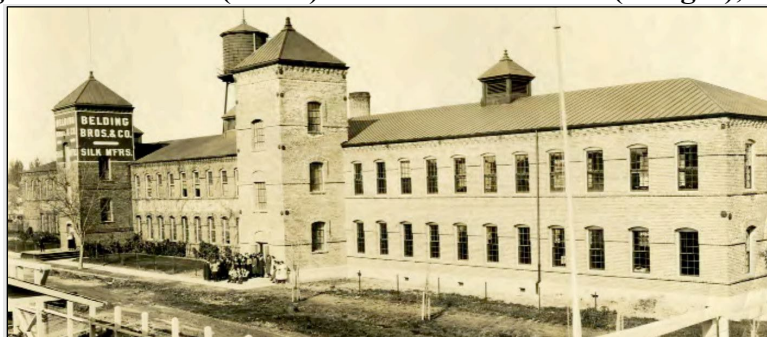
The Silk Mill was listed on the National Register of Historic Places (NR#86000386) and the California Register of Historic Resources in 1986. The Historic Petaluma Silk Mill exhibits a period of significance spanning from 1892 to 1924 with individually significant years identified as 1892, 1906, and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

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

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

On March 13, 2018, the HCPC approved modification to the Silk Mill’s firebox and chimney stack, confirming substantial conformance with the prior approval to the structure granted by HCPC Resolution No. 2016-01. The proposed modifications (partial retention of the chimney stack) resulted in a reduction in height and decreased the chimney stack visibility from Lakeville Highway.

Figure 6: Silk Mill (at left) with recent addition (at right), 1922.



General Plan

The project is located within the Washington Core subarea of the General Plan, which is comprised of diverse land uses including regional and neighborhood retail, and the Sonoma-Marin Fairgrounds. This subarea is considered a unique neighborhood with easy access and visibility to Highway 101 and walking distance to downtown and local services. The project site has a General Plan land use designation of Mixed-Use, which encourages development oriented toward the pedestrian, with parking provided, and allows for a maximum floor area ratio (FAR) for both residential and non-residential uses of 2.5.

Zoning

The project site has a zoning designation of Mixed-Use 2 (MU2) for the Silk Mill landmark. The MU2 zone is applied to the Petaluma downtown and adjacent areas that are intended to evolve into the same physical form and character of development as that in the historic downtown area.

PROJECT DESCRIPTION

The project proposes an expansion to the Hampton Inn Hotel, with new construction of a 20-guest room addition to the rear of the hotel. The proposed project's includes new construction of a two-story, rear addition to the existing hotel to add approximately 8,660 square feet and 20 hotel rooms. The addition would extend from the back of the existing building into the area that is currently used for an outdoor gathering area and add an exterior staircase and landing to provide access. (approximately 34 feet in height with a building footprint of 4,330 square feet), a new exterior staircase and landing, and conversion of existing outdoor gathering area for development. The existing building footprint with the proposed addition would be an approximate total of 24,130 square feet and support 96 hotel guest rooms.

Alterations to designated properties are subject to review by the HCPC pursuant to the City's Implementing Zoning Ordinance Chapter 15 Historic Preservation and the Secretary of the Interior Standards for the Treatment of Historic Properties. This project is categorically exempt from the California Environmental Quality Act (CEQA), under Section 15301(e) (Existing Facilities) and Section 15331 (Historical Resource Restoration/Rehabilitation).

To consider the project's request for a parking reduction, which is required for the proposed expansion of the hotel use, a Zoning Text Amendment (ZTA) is necessary to develop policy in the Implementing Zoning Ordinance for reviewing requests for parking reductions. Planning staff are considering a Conditional Use Permit as a discretionary tool for planning review of the parking reduction. Review and approval of the ZTA would require a recommendation from Planning Commission and approval from City Council.

Existing Site Plan

The site area is approximately 63,504 square feet (SF), or 1.46 acres, with existing lot coverage of 31 percent. The former Silk Mill and its associated structures including the former Dye House and Engine/Machine room, currently house the Hampton Inn Hotel with 75 guest rooms. All structures are connected to form a single building. The building footprint of the combined existing structures is 19,800 square feet. Abutting the former Engine/Machine room's south façade and the former Silk Mill's north façade, is an existing 3,600 square foot south yard currently used as an outdoor area. The outdoor area's existing landscape includes a perimeter of low vegetation, a square, and flat deck, and one centrally located Canary Island palm tree in a raised planter. At the northwest

corner of the outdoor area is an electrical equipment unit. The site has minimal lighting in parking areas and low-profile sidewalk lighting. There is a walkable path around all sides of the outdoor area, however, there are no seating areas. A total of 77 on-site parking spaces are located on the front and rear sides of the property. Street parking is also available on either side of Jefferson and Wilson Street.

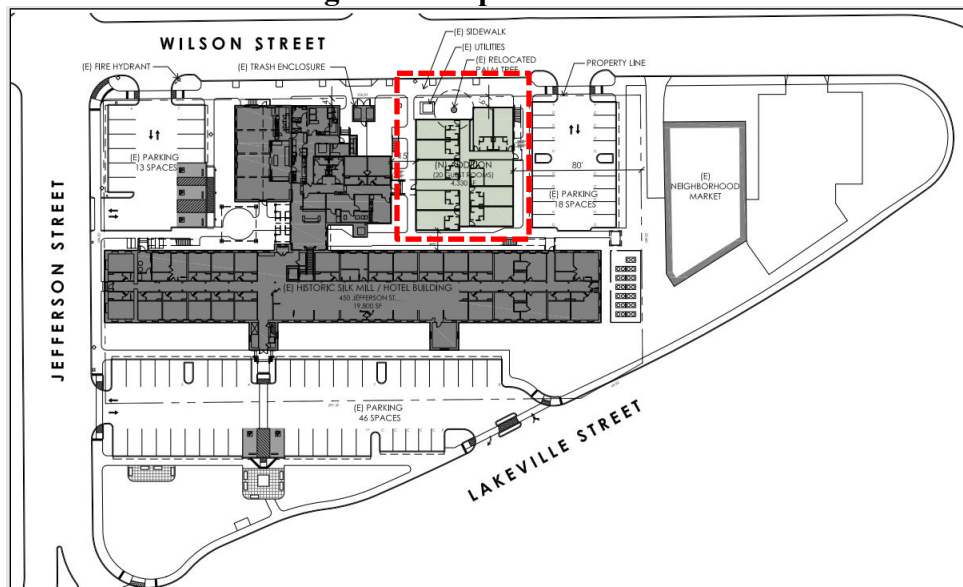
Figure 7: Project Site.



Proposed Site Plan

The proposed site plan to support the Hampton Inn Hotel expansion, proposes a building footprint increase of 4,300 SF, creating a building footprint total of 24,130 square feet. This increases the lot coverage to 38 percent whereas the existing zoning allows lot coverage of up to 80 percent. The two-story rear addition would house 20 new guest rooms and connect the second floor to the former Engine/Machine room with an exterior landing. As demarcated in Figure 8, all proposed work is located to the rear of the site, facing Wilson Street with limited visibility to Lakeville Street.

Figure 8: Proposed Site Plan



Proposed Rear Addition

The two-story rear addition is proposed at a height of approximately 34 feet and its roof ridge aligns with the height of the adjacent former Engine/Machine room. The new construction is also comparable to the Engine/Machine room's massing and roof style. The pitched gable roof supports a mechanical well roof area and mimics the existing eave and gutter details. The rear addition

aligns with the former Dye House facing Wilson Street. Within the proposed site plan, the rear addition provides approximately 12 feet of open space between the former Silk Mill and 15 feet between the former Engine/Machine room.

The rear addition would support 10 guest bedrooms on each floor, for a total of 20 new guest bedrooms. The second floor must be accessed through the exterior staircase or through the connected landing as the proposed design does not include an elevator. Internal corridors provide interior access to each guest bedroom. The proposed floor plans indicate each guest bedroom would have sufficient spacing for double beds, a closet, and bathroom.

Contemporary materials proposed for the new construction include a concrete base, metal standing seam for the building envelope, and painted aluminum for the staircase, railings, and landing. The standing seams' finished surface is a 24-gauge steel with concealed fasteners and vinyl weather seal with a "champagne" color coating. Metal snap-on seams are proposed at 12 ³/₄ inch intervals and 1 inch in height and would match the Silk Mill building's existing metal roof. The rear addition contains all wood-clad, double-hung windows with frames painted in a "fog" color to match the Silk Mill's existing window style and color. New windows have been aligned at a horizontal datum and rhythm, providing an association with the Silk Mill's window design and placement.

The proposed new staircase, landing, and railings would match the color and design of the existing staircases within the site for a cohesive addition of contemporary architectural materials. The new staircase is located on the south elevation of the building while the new landing is on the north elevation and connects the second floor of the addition to the existing hotel.

Proposed Elevations

All four proposed rear addition elevations support horizontal datums, aligning window locations and heights to match existing Silk Mill windows. The proposed building's metal standing seams envelope is used consistently in all four elevations and the roof. Each elevation is also asymmetrical, corresponding to the proposed floor plan layout and roof pitch design. The north elevation is designed to resemble the adjacent former Engine/Machine room as a mirror image except for the north-west end of the pitched roof on the north-west end. The north elevation also supports an area with a gable roof and four windows, and an additional six windows within the recessed façade. The east elevation contains an exterior landing and metal staircase, one entrance for each floor level, and seven windows. The south elevation contains ten windows with an extended gable roof. Similarly, to the east elevation, the west elevation contains one entrance for each floor level and ten windows. Its second story entrance extends to a wide stair landing, connecting access to the former Engine/Machine room's second floor.

Figure 9: Proposed North Elevation

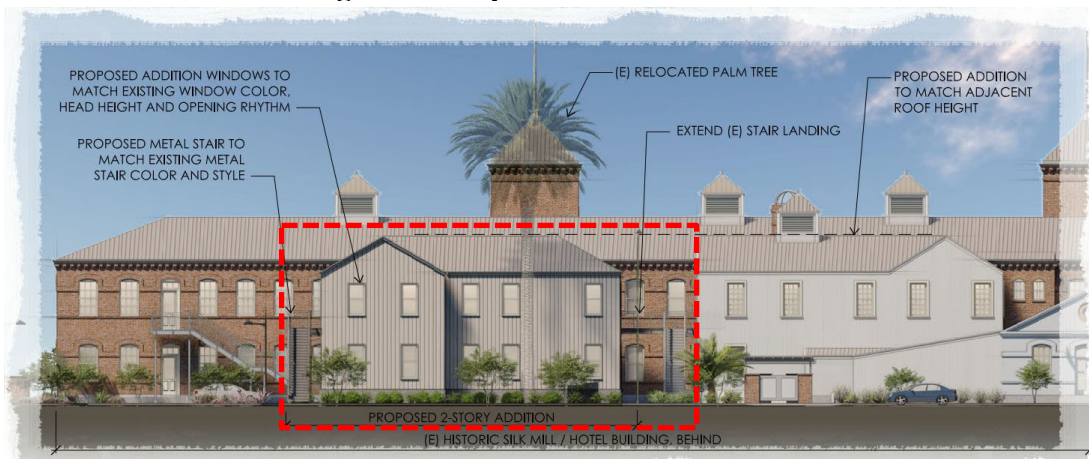


Figure 10: Proposed East Elevation



Figure 11: Proposed South Elevation

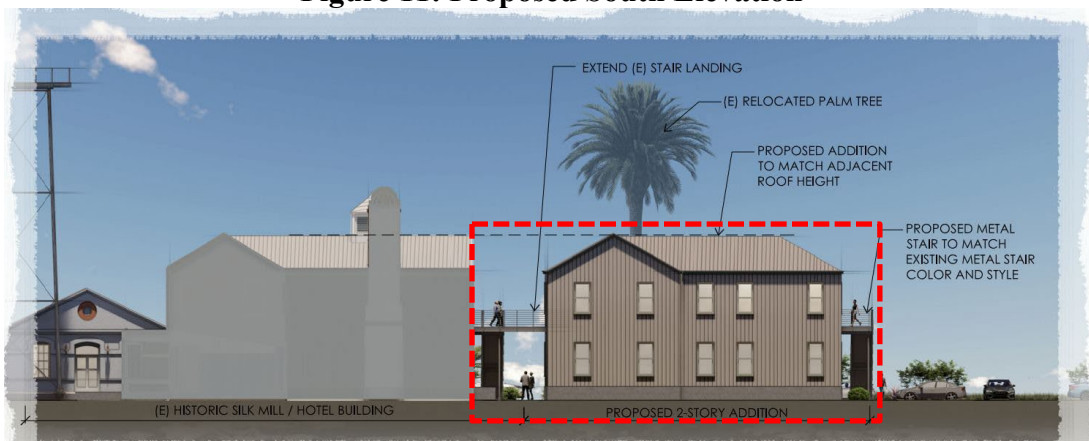
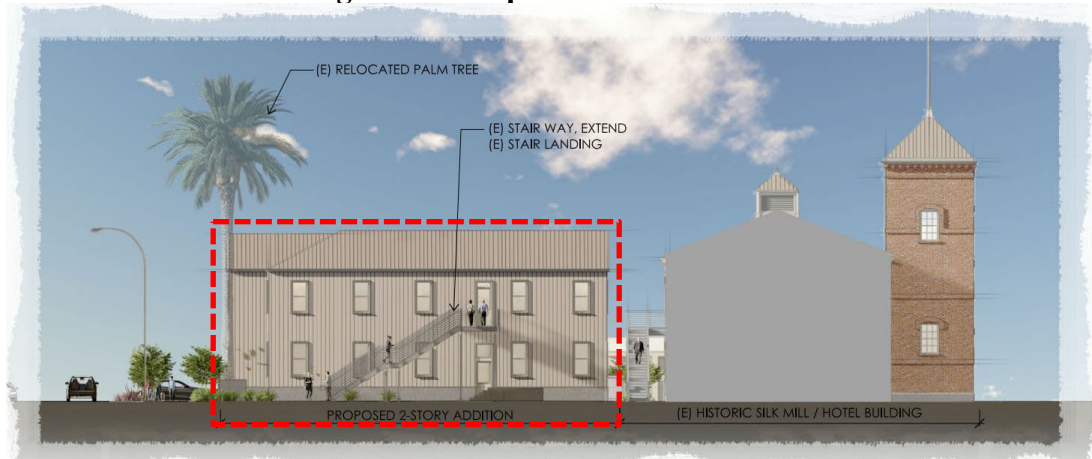


Figure 12: Proposed West Elevation



Proposed Landscape & Hardscape

Alterations to the hotel's existing amenity outdoor area are proposed to support the development of the rear addition. The Silk Mill's National Register nomination form, dated 1986, described this outdoor area as an unpaved area used for loading and parking which also contained an "imposing Canary Island palm tree." The hotel continued supporting the outdoor area as an amenity to hotel guests. The project proposes relocating a mature Canary Island palm tree from the center of the existing outdoor area to the area's northwest corner.

The Applicant has provided an Arborist Report completed by Urban Forestry Associates, Inc. and a Tree Preservation Plan completed by Mighty Tree Movers to document and demonstrate a successful tree relocation within the site. Minimal landscape is proposed on the north and east perimeter of the rear addition. Low vegetation is proposed below the ground floor window datum line and includes a variety of shrubs, agave, grasses, and groundcover. The proposed landscape also supports plantings with an irrigation design to conserve water.

Figure 13: Existing Landscape Plan.

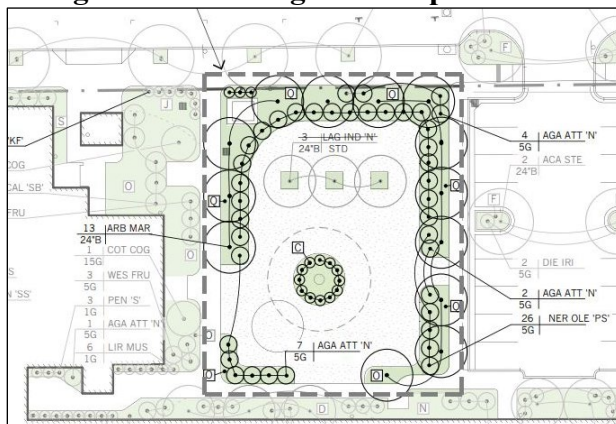


Figure 14: Proposed Landscape Plan.



DISCUSSION

Given the scope of the Major HSPAR application and Zoning Text Amendment being requested, the City retains broad discretion and when the applications are presented to HCPC and the Planning Commission for action, the project will be subject to the following standards of review:

- Petaluma General Plan
- Secretary of the Interior's Standards for the Treatment of Historic Properties
- Implementing Zoning Ordinance (IZO)
 - IZO Chapter 15 (Preservation of the Cultural and Historic Environment)
 - IZO Chapter 17 (Tree Preservation)
 - IZO Chapter 18 (Public Art)
 - IZO Section 24.050 (Site Plan and Architectural Review)
 - IZO Chapter 25 (Amendments)

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

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

The most important component of the project is the elimination of the hotel's amenity outdoor gathering space. Historic landscape and site features are also reviewed as part of the rehabilitation treatment and standards when the landscape is significant for its association with a historic event, activity, or person. As stated by the U.S. Department of the Interior, Technical Brief #36, for Planning, Treatment and Management of Historic Landscapes, "a landscape with a high level of integrity and authenticity may suggest preservation as the primary treatment." The hotel has maintained the site with an outdoor space for hotel guests as an amenity but the outdoor area, not including the mature tree, does not exhibit significant historic features.

Extending the discussion on tree preservation, the existing Canary Island palm tree within the outdoor area is not listed within the IZO section 17.040 list of protected trees. The Arborist report (Attachment B) states this tree is the tallest Canary Island palm seen locally with a trunk diameter of 30.5 inches and a height of approximately 65 feet. The report also indicates the tree's raised planter appears to be the historic grade which has been lowered as part of the site's previous

rehabilitation. As previously mentioned, the outdoor area was historically used as an unpaved area for loading and parking which also contained an “imposing Canary Island palm tree.” The tree’s central location currently limits the outdoor area’s development for new guest bedrooms. Therefore, the project proposes relocating the tree within the edge of the project area to accommodate a new two-story rear addition and retain the tree relatively near the former Silk Mill.

To support a parking reduction, a Technical Memorandum parking study at the Hampton Inn Hotel site has been prepared by Advanced Mobility Group (AMG), (Attachment E) demonstrating the site’s parking demanding estimate. The study considers the available street parking on Jefferson Street and Wilson Street. The parking study concluded with the following statement, “This parking study conducted for the Hampton Inn hotel expansion estimates that the existing 77 parking spaces available at the hotel would be adequate for the 95 total number of guest rooms (with proposed 20 room expansion). Any unexpected or sudden surge in parking demand that exceeds available parking spaces at the hotel could be accommodated by the on-street parking spaces (87 spaces) present within two blocks of the hotel.”

FEEDBACK REQUEST

The Historic & Cultural Preservation Committee may offer non-binding comments regarding the appropriateness of the proposed project and input on proposed entitlements. The list below highlights some areas that the committee may wish to focus their discussion and feedback.

1. Proposed hotel expansion within Petaluma’s Silk Mill National Register site.
2. Building envelope design with metal standing seam assembly.
3. Proposed tree relocation of the mature Canary Island palm tree.
4. Reduced parking for historic designated landmarks with mixed-use zoning.

Additionally, feedback on overall project design, scale, and architectural compatibility and proximity to Petaluma’s downtown and SMART transit to facilitate use of alternative transportation are other items where feedback may be helpful.

ENVIRONMENTAL REVIEW

Section 21084 of the Public Resources Code requires the California Environmental Quality Act (CEQA) Guidelines to include a list of classes of projects which have been determined not to have a significant effect on the environment and are therefore exempt from the provisions of CEQA. Pursuant to this requirement, Article 19 of the CEQA Guidelines defines classes of projects, which do not have a significant effect on the environment and are declared to be categorically exempt from the requirement for preparation of environmental documents.

This study session does not require an action at this time; therefore, this item is not a project, as defined by the California Environmental Quality Act (CEQA), 14 California Code of Regulations Section, 15378, and is not subject to CEQA requirements.

When the HSPAR application requires an action, the project would be categorically exempt from the California Environmental Quality Act (CEQA), under Section 15301 (Existing Facilities) and

Section 15331 (Historical Resource Restoration/Rehabilitation). In addition, the Zoning Text Amendment (ZTA) is a discretionary action and as such is subject to review under the California Environmental Quality Act (CEQA). Following application completeness, staff will review the project in compliance with CEQA.

PUBLIC OUTREACH

Public Notice of the July 12, 2022 Historic & Cultural Preservation Committee item was posted in compliance with the Brown Act and in an effort to solicit initial public comments, public notice of this item was mailed to property owners and tenants within 1,000 feet of the project site and was published in the *Argus Courier* on July 1, 2022.

PUBLIC COMMENTS

As of the publishing date of this staff report, no public comments have been received.

ATTACHMENTS

- A. Architectural Set
- B. Arborist Report – 10-25-2021
- C. Historic Photographs
- D. Historical Summary and Project Evaluation
- E. Parking Study – 05-18-2022