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DATE: January 10, 2023 Item #5A  
TO: Historic and Cultural Preservation Committee  
FROM: Isabel Castellano, Historic Preservation Specialist &  
Greg Powell, Principal Planner  
Andrew Trippel, AICP, Planning Manager  
SUBJECT: Hotel Weaver project Study Session to solicit Historic and Cultural Preservation Committee (HCPC) feedback on Historic Site Plan and Architectural Review (HSPAR) submitted by EKN Development for the development of a 93-room hotel at 2 Petaluma Boulevard South, APN: 008-063-008, 008-063-009, and 009-063-11; City Record No. PLSR-2022-0017.

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## **RECOMMENDATION**

It is recommended that the Historic and Cultural Preservation Committee (HCPC) consider the project information and provide non-binding comments for the Hotel Weaver project, a 93-room new hotel development with associated site improvement proposed on a vacant lot within the Historic Commercial District at 2 Petaluma Boulevard South.

Required Planning entitlements include a General Plan Amendment (GPA) to increase the maximum allowable Floor-to-Area Ratio (FAR), Zoning Text (ZTA) Amendments to increase building height, lot coverage, and FAR, a Major Historic Site Plan and Architectural Review (HSPAR), a Conditional Use Permit (CUP), and a Tree Removal Permit. It is recommended that HCPC also consider providing feedback on the proposed development's relationship to existing historic resources within the Historic Commercial District.

## **BACKGROUND**

### **Project Description**

The Hotel Weaver project proposes new development of a 93-room hotel on vacant land located at 2 Petaluma Boulevard South within the Historic Commercial District. The project site is located in the City's Downtown area at the intersection of Petaluma Boulevard South and B Street and is comprised of three vacant lots totaling  $\pm$  0.32 acres (APN 008-063-008, -009, and -011). The entire three vacant lots would be covered by the proposed development footprint with construction of a 6-story, 68'-10" building over a below-grade, 58-space parking garage, with a total building area of approximately 77,000 gross square feet. The project would also support three outdoor spaces which include a ground-floor outdoor seating of 901 square feet, a second-floor outdoor terrace of 898 square feet, and an outdoor rooftop terrace of 5,514 square feet.

Within the public right-of-way, the project would replace existing street trees, remove two driveways from the Petaluma Boulevard South frontage, remove one curb-parking space on B Street, reconfigure two curb-parking spaces, and introduce new concrete sidewalk pavers and bicycle parking.

## **Project Review Process**

On April 11, 2022, the City of Petaluma (City) received an application for Major Historic Site Plan and Architectural Review (HSPAR) for a project that would construct an approximately 77,445 square foot, 6-story, 70-foot-tall hotel building that would contain a 58-space below-grade parking garage, a restaurant with interior and exterior seating for 150 guests and hotel lobby on the ground floor, 93 hotel rooms and a fitness room for hotel guests within floors 2-5, and a 1,230 square foot event space and exterior bar/event space with seating for 56 guests on rooftop floor 6.

On April 28, 2022, Planning Division hosted a Development Review Committee (DRC) meeting with other City staff and the applicant team to provide initial feedback about the proposed project. Representatives from Economic Development, Planning, Building, Public Works, Fire Prevention Bureau divisions participated in this review. The applicant's proposed 70-foot building height, which exceeds the maximum allowable building height of 45 feet in the MU2 – Mixed Use 2 was discussed. A second DRC meeting was held on May 5, 2022, at which City staff discussed required entitlements related to the proposed scope with the applicant team.

On May 11, 2022, the City issued a letter to inform the Applicants of an incomplete application. The letter also provided a preliminary determination regarding required legislative and discretionary approvals, as well as a statement regarding the application of the Permit Streamlining Act to this project. The letter included advisory staff comments for information and consideration to the Applicants.

On June 2, 2022, a meeting was held with the Applicants to discuss incompleteness and advisory items for their project application. Planning staff recommended scheduling required Neighborhood Outreach Meeting(s) pursuant to Implementing Zoning Ordinance Section 24.100 (Public Notice), prior to a study session with the Historic and Cultural Preservation Committee (HCPC).

On June 29, 2022 and on August 28, 2022, Planning received new and revised application materials in response to Incomplete Notices provided on May 11, 2022 and on July 29, 2022. Staff found the application to be materially incomplete and issued two letters to inform the Applicants of the application's incomplete status. The letter stated items to complete and submit as part of the project documentation, included advisory staff comments for information, and provided recommendations for the Applicant's consideration.

On September 29, 2022, the City issued a Notice of Complete Application. The architectural drawing set and supporting documents had been modified to meet items incompleteness and advisory comments provided by planning staff. Required next steps, including an Outreach Neighborhood Meeting and a Study Session, were discussed with the applicant.

The proposed project is before HCPC as a study session item to solicit input during the Planning review process. HCPC feedback as part of the study session will be non-binding and no formal action will be taken by HCPC (the project will be brought before the HCPC for discretionary Major HSPAR review in 2023). Required amendments to the General Plan and Zoning Ordinance discussed in the following sections of this staff report would be considered by the Planning Commission for recommendation and formal action before the City Council.

## **General Plan Context**

The project is located in the General Plan's Downtown subarea, which is comprised of commercial and mixed-use buildings. Established in the mid-1800s, Downtown Petaluma was developed with a grid of regular streets and small blocks. The walkability of its street network supports variety of

uses including retail, restaurants, public uses, professional offices and limited opportunities for residential. Buildings within the historic district are generally three stories or less in height, creating a consistent scale for the district. This subarea continues to reflect its historic structures, iron front facades, and mixed-uses between the Petaluma River and adjacent residential areas.

The General Plan Land Use Classification for the site and abutting/confronting properties is Mixed Use (refer to Figure 3). The Mixed Use classification encourages pedestrian-oriented development and calls for a range of uses to include retail, residential, service commercial, and offices. The maximum FAR for the Mixed Use classification is 2.5 for both residential and non-residential uses.

### **Zoning Context**

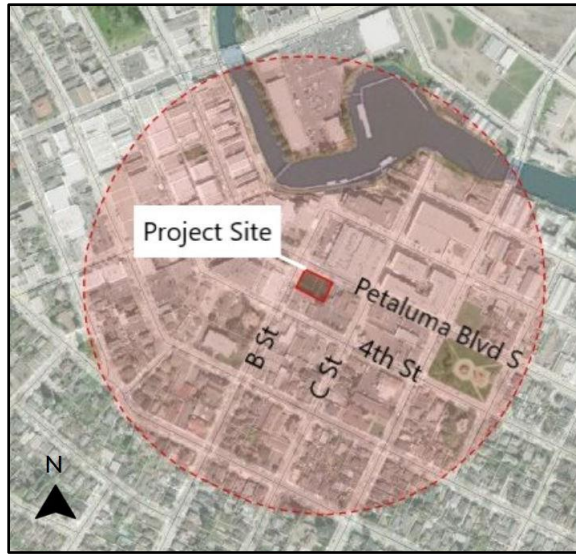
The project site is located within the City's Implementing Zoning Ordinance boundary; however, properties across the street on the north side of Petaluma Blvd South are subject to Smart Code zoning regulations. The project site is zoned Mixed Use 2 (MU2); parcels in the immediate area are zoned Mixed Use 2 (MU2), Civic Facility (CF), and Residential 3 (R3) (refer to Figure 4).

The project site is also included in the Historic Overlay for the Historic Commercial District, a National Register listed site (refer to Figure 5). The Historic Overlay is added to properties within the City's designated historic districts or individual properties designated as local landmarks. The site's historic context is considered later in this staff report.

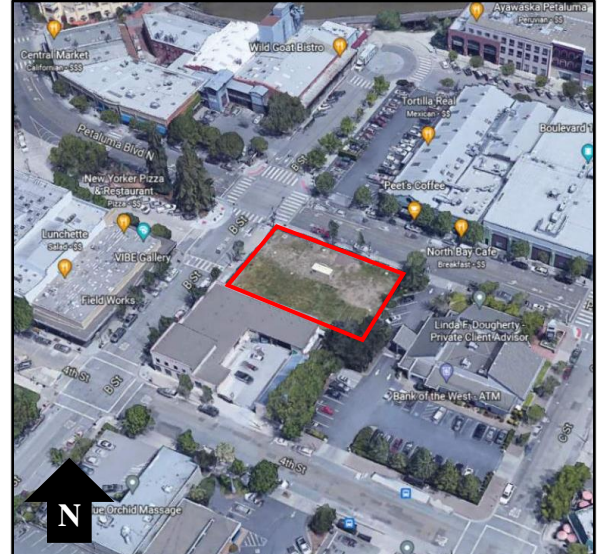
Lastly, roughly two-thirds of the site is located within the Parking Assessment and Theater Combining Districts (APN 008-063-008, & 009). Properties within the Parking Assessment District are not subject to a minimum parking requirement; however, the portion of the site not located within the Parking Assessment District (APN 008-063-011) is required to comply with minimum parking requirements established by IZO Ch. 11 Parking and Loading Facilities, Off-Street. Projects within the Theater Combining District are encouraged to support the development of "first-run"; however, this is not a requirement.

(Continued on the following pages.)

**Figure 1: Project Site w/1,000 ft radius.**  
Source: City of Petaluma GIS.



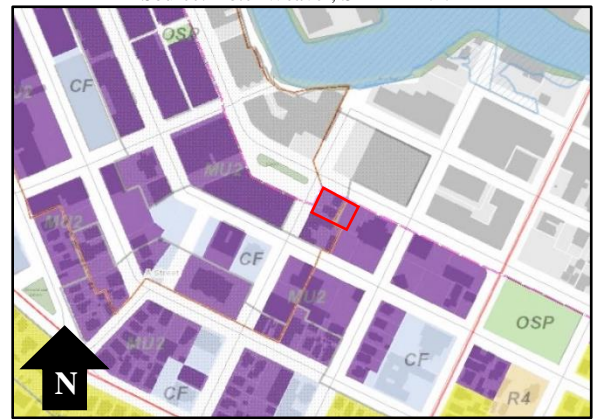
**Figure 2: Project Site, 2022.**  
Source: Hotel Weaver, SPAR-A1.



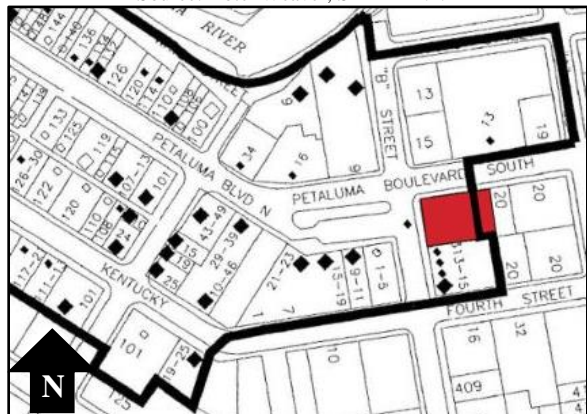
**Figure 3: General Plan Context.**  
Source: City of Petaluma, General Plan Map.



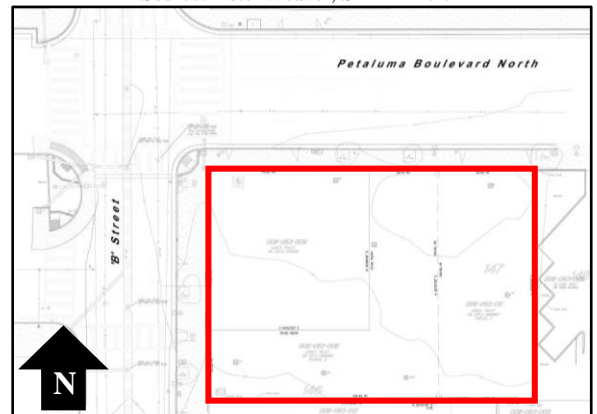
**Figure 4: Zoning Plan Context.**  
Source: Hotel Weaver, SPAR-A2.1.



**Figure 5: Historic Commercial District Context.**  
Source: Hotel Weaver, SPAR-A2.1.



**Figure 6: Site Survey.**  
Source: Hotel Weaver, SPAR-A1.1.



## **Required Planning Entitlements**

The proposed design exceeds the development standards established by the General Plan and IZO for building height, FAR, and lot coverage. To approve the project in its current proposed design (as exhibited in Attachments A and B), the five (5) discretionary Planning entitlements listed below would be required. Ensuing sections further describe the purpose of each entitlement.

Required Planning entitlements for this project include:

- General Plan Amendment (GPA)
- Zoning Text Amendments (ZTA)
- Historic Site Plan and Architectural Review (HSPAR)
- Conditional Use Permit (CUP)
- Tree Removal Permit

### *Required General Plan Amendment*

The City's General Plan outlines a vision for Petaluma's long-range physical and economic development and resource conservation, and it provides strategies and specific implementing policies and programs that allow this vision to be accomplished. The Mixed Use classification established by the General Plan includes 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. Maximum floor area ratio (FAR) for both residential and non-residential uses is 2.5, and maximum residential density is 30 d.u./acre.

The project currently exceeds the FAR limit set forth in the Mixed Use classification and would result in an FAR of 5.58 (including the floor area of all floors above grade and the basement level). In order to be found consistent with the General Plan, a General Plan Amendment to increase maximum allowable FAR for the Mixed Use land use designation would be required. This amendment would affect parcels City-wide that are designated Mixed Use by the General Plan.

### *Required Zoning Text Amendment*

The City's Implementing Zoning Ordinance carries out the policies of the Petaluma General Plan by classifying and regulating the uses of land and structures and controlling building intensity and location for development within the City, consistent with the General Plan.

The proposed project exceeds the City's Implementing Zoning Ordinance, Chapter 4, MU2 District constraints in its (1) FAR limit of 2.5 set forth in IZO Section 4.020.M, (2) height limit of 45-feet set forth in IZO Table 4.10, and (3) lot coverage limit of 80% set forth in IZO Table 4.10. The project would require a Zoning Text Amendment (ZTA) to directly address three individual constraints established in IZO Chapter 4.

The ZTA would need to provide a process or new maximum FAR, height and lot coverage limit by which Hotel Weaver project specifically can be approved. However, the ZTA would be applied Citywide and would affect all properties within a MU2 zoning, including properties within the Historic Commercial District. Consistent with IZO Chapter 25 (Amendments), the ZTA requires a recommendation from Planning Commission and adoption by City Council.

### *Required Historic Site Plan and Architectural Review (HSPAR)*

New construction within a historic district is subject to review by the HCPC pursuant to the IZO Chapter 15 Historic Preservation and the Secretary of the Interior Standards for the Treatment of HSPAR process. Due to the project's location within the Historic Commercial District, approval of Major HSPAR reviewed by HCPC at a public hearing is required. In order to approve Major HSPAR, an application for a General Plan and Zoning Text Amendment must first be granted by City Council.

### *Required Conditional Use Permit (CUP)*

The application included two requests for Conditional Use Permits: (1) to allow an Alcoholic Beverage Establishment use within the new hotel per IZO [Section 8.030](#); and (2) to authorize a parking reduction pursuant to IZO Section 11.065.C. The proposed Alcoholic Beverage Establishment use would occupy the 1,230 square foot event space and 5,514 square foot outdoor terrace proposed for the rooftop sixth floor. A State ABC Type 47 liquor license would be required as well. Consideration of this Conditional Use Permit is subject to review under IZO Section 24.060.E.

A parking reduction was applied for, but the project was later deemed to not be eligible for a reduction because this site is not within 300 feet of a common off-site parking facility. However, on December 5, 2022, City Council voted to introduce (7-0) a Zoning Text Amendment that would establish discretionary processes through which a project could request a reduction in the number of required parking spaces. The second reading is scheduled for December 19, 2022, and if adopted, the amendment would go into effect on January 18, 2023. The project could then request a parking reduction in accordance with adopted regulations.

### *Required Tree Removal*

In accordance with IZO [Section 17.040](#), trees within public rights of way are deemed Protected Trees and the removal of these trees requires an approved Tree Removal Permit. Per IZO [Section 17.055](#), an "arborist report and/or Tree Preservation and Protection Plan shall be required to accompany all development applications that potentially affect protected trees."

### **Historic Context**

The project site is located within the Historic Commercial District, a district listed on the National Register of Historic Places (NR# 95000354) on March 31, 1995 and adopted as a City Landmark with a Historic Overlay Zoning on September 7, 1999. The district exhibits a period of significance spanning from 1854 to 1945 featuring prominent architecture styles such as Late Victorian, Italianate, and Streamline Moderne. As noted within the National Register form, the buildings within the district demonstrate district unity by their built lot lines composition, storefronts with recessed entrances and flanking display windows, flat roofs with parapets, and elaborate ornamentation.

As recorded in Sanborn Maps, some dated as early as 1885, the site has experienced a variety of structures and uses. As noted in 1885, the site supported a variety of Chinese uses including lodging, shops, office, and wheelwright craftsman shop. Other buildings within the site included a





## **PROPOSED DESIGN**

### **Site, Streetscape, and Ground Floor**

In addition to 93 hotel rooms, the proposed hotel would offer various amenities throughout the building, with its most interactive and public amenities designed for its ground level by incorporating a new streetscape. A new streetscape is a major element to the site and the historic district as it is located at the intersection of Petaluma Boulevard South and B Street, faces Center Park, and is in walking distance from Water Street and various restaurants and stores in downtown. The streetscape plan activates or supports activity in the public right-of-way with the inclusion of new outdoor seating area, street trees with metal grates, bike racks, freestanding planters, and three different concrete pavers styles. The  $\pm$  15-foot ground floor displays a cohesive, consistent design on all frontages that frames outdoor seating areas and hotel entrances. The ground floor also supports a series of bays facing Petaluma Boulevard South B Street. The continuity and bay design on the ground floor mimics a street shop condition prevalent in the Historic Commercial District. This also reflects its former early 1900s street shop essence and provides for an open and inviting streetscape.

One vehicular access point to the underground parking is tucked to the South-West edge of the property and is only accessible on B Street. The hotel's main entrance is placed on the far left while the restaurant's entrance is located in the center of the North façade. As demonstrated within the proposed ground floor plan, the design maximizes the access and transparency to its hotel front lobby and restaurant. Renderings demonstrate the corner of the restaurant supports foldable and retractable doors, to connect its exterior and interior seating spaces. A large kitchen space is allocated in front of the building's fire escape, elevator access, garage exhaust, and housing and service spaces maintained in the center of the building. Back-of-house operations are placed within the South side of the site.

**Figure 11: Project Site, Petaluma Blvd South and B Street Intersection View.**

Source: Google Maps, 2019.



**Figure 12: Streetscape facing Petaluma Blvd South.**

Source: Hotel Weaver, SPAR-A1.



**Figure 13: Project Rendering, Streetscape.**

Source: Hotel Weaver, SPAR-A13.



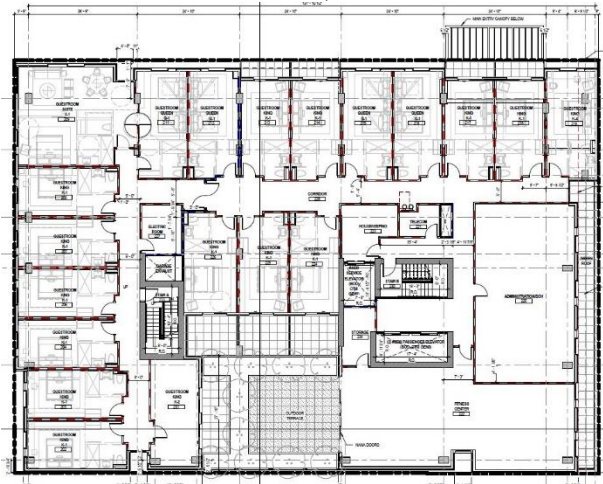


## Floor Plans

The building utilizes a “U” shaped floor plans for floors 2-6 in order to maximize number of hotel bedrooms, retain sufficient guestroom space, provide for natural lighting in all 93 guestrooms. The second floor’s outdoor space creates a central void in the building to allow for additional three guestrooms in between the building’s fire escape (refer to Figure 14). The second floor supports 20 guestrooms, an outdoor courtyard, fitness room, and an administration office. Floors three and four each support 27 guestrooms. On the fifth floor, the building façade is recessed, and its layout includes a bridal suite with a private balcony, a deluxe suite, 4 executive suites, and 13 guestrooms. The sixth-floor layout supports an outdoor rooftop, an enclosed event space, and mechanical equipment. The hotel has a flat roof above its sixth-floor event space with an aluminum trellis to the West for shading. A continuous glass railing provided on the fifth and sixth-floor plans extends upon the building’s horizontal band that is established on the ground floor.

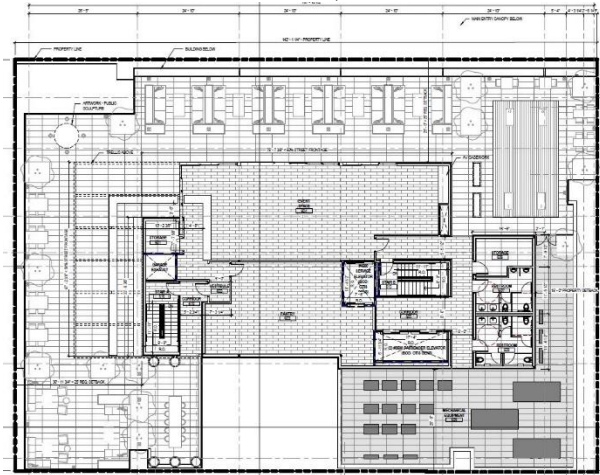
**Figure 14: 2<sup>nd</sup> Floor Plan w/ Courtyard.**

Source: Hotel Weaver, SPAR-A6.1.



**Figure 15: Rooftop Floor Plan.**

Source: Hotel Weaver, SPAR-A7.



## Elevations

*Height* –The Applicant team has conducted an analysis of the existing building’s facing Petaluma Boulevard (North and South) and presented an illustrative aerial format demonstrating the height of prominent buildings within the Historic Commercial District. The study also indicates which buildings, including the historic Masonic Building’s clocktower, exceed a 45-foot datum, which is the precedent building height for the majority of historic Downtown structures. The hotel has been designed with a setback at its fifth floor to support the 45-foot horizontal datum. However, the hotel’s total height is approximately 70 feet. This is approximately 35 feet above the maximum 45-foot height inscribed by the IZO to Mixed Use 2 sites.

*Massing* – Due to the hotel’s proposed floor plan composition and height, the hotel’s overall massing appears heavy in comparison to adjacent buildings. Visual design strategies have been integrated to slightly reduce it’s massing with series of bays, upper-level setbacks, and selective cladded materials. However, the South and East contains series of large and tall blank walls with cladding or painted stucco.

*Windows & Doors* – The ground floor supports a continuous shopfront glazing with mullions and transoms divided per each bay facing Petaluma Boulevard South and B Street. These windows

also have fritted glass graphic. The guestroom windows and sliding doors are aligned to support a steady rhythm of glazing on the principal facades. Windows located on the second to third floors are designed in a 4:1 ratio and are recessed to the exterior cladded surface, to reflect the long and narrow windows found in the historic iron front buildings.

**Figure 16: North Elevation.**

Source: Hotel Weaver, SPAR-A9.



**Figure 17: West Elevation.**

Source: Hotel Weaver, SPAR-A9.



**Figure 18: South Elevation.**

Source: Hotel Weaver, SPAR-A10.



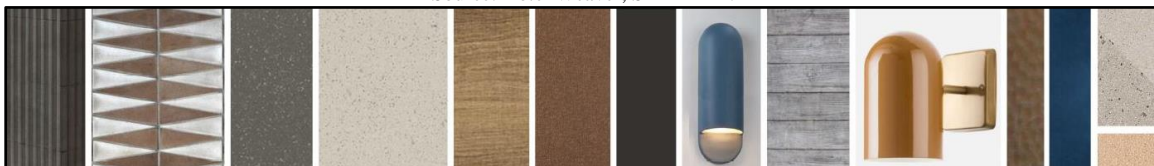
**Figure 19: East Elevation.**

Source: Hotel Weaver, SPAR-A10.



**Figure 20: Architectural Details.**

Source: Hotel Weaver, SPAR-A12.



### Architectural Details & Materials

The building envelope has a variety of contemporary materials and range from glazing, cladding, concrete, stucco, tiles, wood, and metals. Cladded materials include a dimensional concrete tile in a dark gray color, decorative dimensional two-tone tile, Porcelanosa in maker rope, smoke, and Manhattan cognac finish. Aesthetic metals in the project include custom cut metal panels in bronze finish and dark bronze metal frames. Materials selected for the streetscape ground floor finish include three types of pre-cast concrete pavers and cast-in-place concrete. Outdoor spaces for the second-floor courtyard and rooftop floor plan include pre-cast concrete pavers, synthetic turf, and combination of built-in and freestanding planters. Selected lighting fixtures include outdoor

sconces in a gold and teal blue color. Architectural elevations and renderings provided within the HSPAR application exhibit the range of materials to support a neutral range to compliment adjacent buildings and the contributing structures within the Historic Commercial District.

## **DISCUSSION**

Given the scope of Hotel Weaver project, the City retains broad discretion, and the entitlement applications are subject to the following standards of review:

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

Below is analysis specific to each of the discussion items, including the required entitlements for this project. Additional sections, including Public Outreach, City Council Goal Alignment, Climate Actions/Sustainability Impacts, and Environmental Review consider the whole of the project.

### **General Plan and Zoning Consistency**

As previously noted in the staff report, 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 FAR for both residential and non-residential uses of 2.5. The project site has a zoning designation of Mixed-Use 2 (MU2). The MU2 zone is applied to the Petaluma downtown and adjacent areas that are intended to evolve into the same physical form and character of development as that in the historic downtown area.

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

- |               |   |
|---------------|---|
| Policy 1-P-13 | Maintain Downtown as the City's geographic and symbolic center and a focus of commercial and cultural activities.   |
| Policy 3-P-1  | Protect historic and archaeological resources for the aesthetic, cultural, educational, environmental, economic, and scientific contribution they make to maintaining and enhancing Petaluma's character, identity, and, quality of life. |
| Policy 3-P-6  | Ensure that new development adjacent to eligible historic and cultural resources is compatible with the character of those resources.   |

## IZO Chapter 11 (Parking and Loading Facilities, Off-Street)

Chapter 11 establishes design standards and sets the minimum number of parking spaces for automobiles, bicycles, and loading berths. All parking within the basement level garage is subject to a valet parking operations plan. This plan will ensure that the parking adequately serves the proposed uses and allows for the smooth flow of guests into the building while also ensuring that no travel lane is blocked and that no cars use any red or yellow curb areas. Chapter 11 also requires two loading berths to support this use and the loading berths would be located within the basement level garage. The use of the loading berths is also subject to the valet operations plan to ensure that the loading needs of the building are met and that travel lanes or parking within the public right-of-way are not used for loading.

*For this project, the minimum number of parking spaces for automobiles is 58 and for bicycles is 6 (per IZO Section 11.035, the project is subject to a reduction to reflect that approximately two-thirds of the site is within the municipal parking assessment district). Automobile parking would be located in the basement level garage and would mostly be provided via mechanical lifts. Bicycle parking would be provided via new bicycle parking spaces on the exterior (intended for short-term parking needs) and within the basement level garage (intended for long-term parking needs). All automobile and long-term bicycle parking would be valet only; no self-parking with the basement level garage is allowed. A draft valet parking operations plan was provided to the City; prior to occupancy the plan will be revised, if needed, to the satisfaction of the City Engineer.*

## IZO Chapter 15 – Preservation of the Cultural and Historic Environment

Given the scope of the overall Hotel Weaver project and the interplay of the required entitlements, discretionary review is required by the Planning Commission and HCPC for its respective entitlement applications. The project has the opportunity to be presented to both bodies at a joint meeting when an action is required. This approach is supported by IZO §15.020(D), which states that when discretionary actions by both the Planning Commission and the HCPC are required for a single project, the two bodies may consider their respective entitlements in a joint hearing as long as all applicable requirements of the ordinance and applicable law are met by such a joint hearing. While being considered at a joint meeting of the Planning Commission and HCPC, the ultimate decision on each entitlement remains with the individual body.

Following Section 15.050(A)(1) of the Petaluma Implementing Zoning Ordinance (IZO), major alterations to designated landmarks require review and approval by the HCPC to ensure that the characteristics which justify the designation of the structure and site are maintained. Furthermore, the HCPC must find that the proposed alterations will not adversely affect the character or the historical, architectural, or aesthetic interest or value of the district. The new construction does not alter an existing building within the Historic Commercial District, however, the site is located in the historic district and may impact to the district's character. The Secretary of the Interior's Standards for Treatment of Historic Properties supports new construction with rehabilitation treatment when:

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



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

*In the following sections, the project has been analyzed pursuant to the Secretary of the Interior's Standards for the Treatment of Historic Properties. As such, the project has been reviewed in accordance with the requirements contained therein, which state that applications shall be reviewed for consistency with the Secretary of the Interior's Standards for the Treatment of Historic Properties with standards for Rehabilitation. As the project partially meets these standards, the proposed new construction may partially have an adverse effect to the overall value of the historic site, and therefore, approval of the project would be partially consistent with Chapter 15 of the IZO.*

#### IZO Chapter 17 – Tree Preservation

As previously noted in this staff report, a Tree Removal Permit entitlement is required to allow the removal of street trees pursuant to IZO Section 17.050 and Section 17.040. The City is committed to planting new trees, as well as protecting existing trees to the greatest extent possible. Trees also serve to mitigate some of the known effects of global warming and climate change.

*According to the proposed landscape plan (SPAR L1), the plan indicates the removal of 3 existing street trees and 3 new street trees at new locations within the public right-of-way. The new locations would not interfere with the proposed underground parking entrance or other hotel entrances. To mitigate effects of global warming and climate change and support a pedestrian friendly environment, it is recommended the project introduces additional street trees at appropriate intervals. With the review of a tree removal permit, the project would be consistent with Chapter 17 of the IZO.*

#### IZO Chapter 18 – Public Art

Public art helps make cities more livable and more visually stimulating. The experience of public art makes the public areas of buildings and their grounds more welcoming. It creates a deeper interaction with the places people visit, and in which people work and live. Public art illuminates the history of a community while it points to the city's aspirations for the future. A city rich in art encourages cultural tourism which brings in visitor revenues. Chapter 18 of the IZO requires non-residential development projects with a budget greater than \$500,000 to incorporate onsite public art equal to 1% of project budget into the project or pay an *in-lieu* fee equal to 1% of total project costs.

*Based on the project materials, there is intention to meet the public art requirement by providing public art on site. Elevations and renderings demonstrate a structural art piece, in an “egg” like form on the North-West corner of the outdoor roof deck. The project materials do not include details such as qualifying artists and minimum cost of the art piece to further assess the art piece would meet the requirements. With the inclusion of public art on site along with further consideration and evaluation of the public art piece, the project would be consistent with Chapter 18 of the IZO.*

#### IZO Chapter 24 (Site Plan and Architectural Review)

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

following section also demonstrates that the project generally encompasses the nature of the Major HSPAR guidelines.

*This staff report includes planning staff's analysis for the Hotel Weaver HSPAR to solicit feedback from the HCPC. Considerations and recommendations are discussed in detail in the following section of evaluation with the Secretary of the Interior Standards for the Treatment of Historic Properties and evaluation with the Historic Commercial District Design Guidelines. With planning staff's analysis and initial feedback provided by the HCPC, the project would be consistent with Chapter 24, Section 24.050(E) of the IZO.*

#### IZO Chapter 25 (Amendments)

Request for amending the IZO are provided by Chapter 25 with an application accompanied by maps, drawings, and data necessary to demonstrate that the proposed amendment is in conformance with the Petaluma General Plan, and that public necessity, convenience and general welfare require or permit the adoption of the proposed amendment.

*Staff analysis regarding the proposed amendments will commence in 2023 and will be informed by comments received from the HCPC and the public.*

#### Secretary of the Interior Standards for the Treatment of Historic Properties

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

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

*The project site is comprised of three vacant lots. There are no existing buildings on site that would require a change of use. Therefore, this standard does not apply.*

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

*There are no existing buildings within the project site that would require removal or alterations of its features and spaces. Therefore, this standard does not apply.*

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

*The project does not create a false sense of historic development, as this is new construction with a contemporary design which distinguishes itself from the contributing structures of the historic district. It does not add conjectural features or architectural elements from other buildings, nor does it use materials to match existing adjacent buildings. The proposed design takes into consideration its historic surrounding environment and applies similar rhythms, voids, along with similar horizontal and vertical datums. Its design and use of materials records the site's development as its own time, place, and use, demonstrating its age, materials, and construction technology. As such, the project is consistent with this standard.*

4. Most properties change over time; those changes that have acquired historic significance

in their own right shall be retained and preserved.

*The project site is comprised of three vacant lots and do not have buildings that have acquired historic significance in their own right to be retained or preserved. Therefore, this standard does not apply.*

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

*Thou the vacant site does not retain its own distinctive features, finishes, and construction technique, the proposed hotel design takes inspiration from its former shop design and its neighboring historic structures. Qualitative data has been collected to demonstrate the hotel's aesthetic influences and design strategies present within the iron shopfronts adjacent from Center Park. The selected exterior finishes are contemporary finish that are intended to complement the historic district's fabric. The materials include glazing, cladding, concrete, stucco, tiles, wood, and metals. As such, the project is consistent with this standard.*

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

*There are no existing buildings within the project site to require replacement or repair. Therefore, this standard does not apply.*

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

*There are no existing buildings within the project site for chemical or physical treatments to be undertaken. While considering physical treatments to the project site, it is important to note that the new hotel's North façade is proposed to be built directly adjacent to the South façade of the reconstructed Rex Ace Hardware Store, a former Contributing structure to the Historic Commercial District. The ground/first floor (also referred in the SPAR drawings as the "base"), including a portion of the second floor, and its second-floor outdoor space, would be built adjacent to the hardware store's exterior structural wall. The hotel's North façade would proceed above the hardware store's 20 feet in height to an approximate 70 feet in height. It is recommended any physical treatment, during the stages of construction and maintenance of the new hotel building, would support appropriate methods and be undertaken using gentlest means possible without impacting adjacent structures in the historic district. Treatments that may cause damage to adjacent structures in the historic district shall be avoided. With the inclusion of this recommendation, the project would be consistent with this standard.*

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

*Excavation is limited to the project site and the site has already experienced ground disturbance with former buildings and demolition occurring within the site. Work of undisturbed ground is not a part of this project, and a condition is generally included within a HSPAR resolution as a preventative measure to protect and preserve significant archeological resources if potentially significant prehistoric or historic archeological*

*resources are encountered during the course of ground-disturbing activities. As such, the project is consistent with this standard.*

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

*The Historic Commercial District Design Guidelines, under Section 7.1, state that the average height and width of the surrounding buildings determine a general set of proportions; followed by the guideline stating, if the site is large, the mass of the façade can be broken into a number of small bays, to maintain a rhythm similar to the surrounding buildings. The proposed development includes “vertical recessed window proportions” and reflects a consistent rhythm that references neighboring contributing structures. However, the hotel’s overall height and massing is not compatible with the surrounding buildings.*

*Architectural drawings SPAR-A2.3, SPAR-A2.4, and SPAR-A3, illustrate the proposed hotel’s design influence of the neighboring historic context incorporating series of bays and analysis of conceptual massing. Additional details, diagrams, and narrative were provided to describe adjacent buildings’ height and series of bay. However, concerns remain for the proposed hotel overall composition, height, and massing as it is above the allowable floor area ratio and height to its Mixed Use 2 zone.*

*The Secretary of the Interiors for the Treatment of Historic Buildings guidelines for rehabilitation recommends that an addition, including new construction, is subordinate and secondary to a historic building and is compatible in massing, scale, materials, relationship of solids to voids, and color. The design takes into consideration appropriate materials and color. However, its height of approximately 70 feet and overall “U” shaped massing may overshadow the height of existing buildings within the historic district. Staff continues to recommend the hotel be reduced in height to meet current height maximums within the zoning and district for a cohesive composition of buildings within the district.*

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

*The Compliance Review Report by Painter Preservation dated June 7, 2022, notes new hotel may be removed in the future and the essential form and integrity of the historic district and its environment would be unimpaired and notes that the building is intended to be permanent. The project is found to be consistent with this standard.*

#### Historic Commercial District Design Guidelines

1. Section 4.8, Mechanical Equipment: Mechanical equipment, including, but not limited to, utility equipment, antennas, and roof mounted equipment, shall be screened. The method of screening shall be architecturally integrated with the structure in terms of materials, color, shape, and size. For new construction, equipment shall be screened by solid building elements (i.e., parapet walls) instead of after-the-fact add-on screening, such as wood or metal slats.

*The architectural drawings indicate that mechanical equipment is proposed on the North-*



*East corner of the sixth floor/rooftop with metal louvered panel in a bronze finish. The district guidelines recommend the equipment is screened with a solid building material. However, due to the height of the building, a light-louvered material reduces some of the overall massing. It is recommended the louvers are designed at an appropriate width demonstrating the mechanical equipment is not visible.*

2. Section 5.2 Permitted Signs: Signs serve as symbols for a business, not only identifying the name of the establishment but also communicating the “quality” of the business and expressing the business owner's commitment to maintaining an attractive storefront that is compatible with the streetscape. Pursuant to Section 5.2 of the Historic Commercial Design Guidelines, projecting signs shall not exceed 10 square feet in area and not project over four feet, including the bracket, from the building wall surface. A storefront shall be limited to no more than two signs: one primary and one secondary. The name of the business should be the only message on the primary sign. Secondary signs may inform the customer of products sold or services rendered.

*The proposed locations and quantity of signs for the site appear appropriate. Designed signage details are provided within the architectural drawings (refer to SPAR-A20) detailing the dimensions, materials, finishes, and lighting. External illumination or "back-lit/halo" illumination of signs is strongly encouraged for the Historic District. This approach to illuminating signs is more sensitive to the historic buildings in the District, is less intrusive to the District's streetscape, and is more in keeping with the historic approach to signing a building. Light for externally illuminated signs should be contained within the sign frame and not spill over to other portions of the building. The main vertical metal signage appears to have a very thin frame, appearing insufficient to support its weight and lighting. Further details are recommended.*

3. Section 6.0 Streetscape: The streetscape design guidelines establish a criteria for improvements within the public right-of-way. These guidelines identify and coordinate the public streetscape design elements such as special paving, street tree plantings, benches, lighting, and other unique design features within the District. Four basic visual qualities include a clear sense of arrival, a commercial or cultural “heart,” a clear organization of streets and districts, and a sense of uniqueness. The streetscape design guidelines reinforce these four qualities with physical location/ configuration of existing streets, buildings, and open spaces; identification of important vehicular/pedestrian links; the need to provide shade and comfort for pedestrians; and logical opportunities for major entry intersections, central area intersections and edge enhancement. Streetscape elements are required to meet the four basic visual qualities and streetscape design guidelines.

*As previously noted within the proposed design description, the streetscape plan addresses the public right-of-way with the inclusion of new outdoor seating area, street trees with metal grates, bike racks, freestanding planters, and three different concrete pavers. There is an opportunity to further develop the streetscape plan by supporting additional street trees, benches, and lighting to the public right-of-way.*

4. Section 7.1 Proportions of the Façade: The average height and width of the surrounding buildings determine a general set of proportions for an infill structure. The infill building should fill the entire space and reflect the characteristic rhythm of façades along the street. If the site is large, the mass of the façade can be broken into a number of small bays, to

maintain a rhythm similar to the surrounding buildings.

*Although the proposed development is new construction on a vacant site and not an infill between two adjacent structures, the design should continue to reflect the characteristic rhythm of façades along the street. The Rex Ace Hardware Store located adjacent to the proposed development, a non-contributing structure since it is a reconstruction of the original building which caught on fire in 2006 and was rebuilt within one year, to its existing height of approximately 20 feet. The hotel's proposed height, mass, volume, and façade rhythm should take into consideration the height of the abutting hardware store building along with the existing and contributing structures across Petaluma Boulevard South. Staff finds the proposed overall height, volume, and mass does not maintain a similar characteristic to the surrounding buildings. Staff highly recommends that the proposed development's building height is reduced to comply to current IZO height requirements, and to reflect an appropriate height for new construction within the Historic Commercial District.*

5. Section 7.2 Composition: Rhythms that carry throughout the block (such as window spacing) should be incorporated into the new façade. The size and proportion of window and door openings of an infill building should be similar to those on surrounding façades. The same applies to the ratio of window area to solid wall for the façade as a whole.

*Compliance Review Report by Painter Preservation notes there is not a pattern to reference on the site and that the surrounding buildings vary based on age, style, and use. This analysis should not exclude the proposed design from considering the composition and rhythms visible within the existing and contributing structures on the opposite side of Petaluma Boulevard South and around Central Park. The hotel's design has been revised since its first application submittal to reflect rhythms apparent in neighboring contributing structures within its vicinity. Incorporating quantities and qualitative diagrams within the submitted documents have assisted in narrating design strategies and intentions to the façade design.*

6. Section 7.3 Detailing: Infill architecture should reflect some of the detailing of surrounding buildings in window shapes, cornice lines, and brickwork.

*Although the proposed development is new construction on a vacant site and not an infill between two adjacent structures, at the intersection of B Street and Petaluma Boulevard South, the proposed design should continue to reflect the detailing of neighboring contributing structures within its vicinity. Surrounding buildings include architectural detailing with iron storefronts, along with tile, stone, and brickwork. The proposed development has relatively low architectural detailing within its ground level shopfront and limited architectural detailing with fenestration and cladded materials within its upper floors. Staff recommends reducing the height of the hotel for consistency with surrounding buildings and IZO height maximums.*

7. Section 7.4 Materials: An infill façade should be composed of materials complementary to the adjacent façades. The new buildings shall not unduly stand out as inappropriate or disconnected from the scheme of the surrounding buildings.

*The National Park Service U.S. Department of the Interior's Technical Preservation Briefs states materials for new construction need not be the same as those on historic buildings,*

*but that they should be harmonious and that they should not be so different that they would stand out or distract from the historic buildings. As previously stated, the selected materials for the hotel support a neutral range to compliment adjacent buildings and the contributing structures within the Historic Commercial District. The large flat walls located on the South and East façade has a copious amount of painted stucco with control joints and flat cladded material area. Staff recommends further study of these façades to avoid oversized flat walls and suggests that changes in massing can reduce the bulk and mass from what is currently proposed.*

8. Section 7.5 Colors: The colors chosen for the face of an infill building shall complement the colors of neighboring buildings.

*Although there is a range of colors from painted finishes, exposed architectural elements, and cladded material that exists in the historic district, the proposed development complements the existing colors of the neighboring buildings in the historic district by introducing a neutral color scheme.*

### **FEEDBACK REQUEST**

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

1. Request for a General Plan Amendment to exceed the FAR in a Mixed Use zone and its potential impact to the Historic Commercial District.
2. Request for a Zoning Text Amendment to exceed the FAR, height, and lot coverage limits and its potential impact to the Historic Commercial District.
3. Proposed hotel design consistency with the Secretary of the Interior Standards and the Historic Commercial District Design Guidelines.
4. Proposed tree removal permit, streetscape design including public outdoor seating, access paths, bicycle parking, and lighting plan.
5. Proposed underground parking, access, circulation.

Additionally, feedback on overall project design, scale, and architectural compatibility and proximity to Petaluma's downtown and riverfront for community and business engagement are other items where feedback may be helpful.

### **PUBLIC OUTREACH**

On November 9, 2022, a community meeting was held by the Applicants at Petaluma Community Center, 320 North McDowell Boulevard, Petaluma, from 6 to 7 pm, to discuss and solicit feedback on the project proposal. The Applicant's recorded seven attendees participated in the meeting and described the following topics of discussion included: (1) height/scale, (2) how to park, (3) viewshed, (4) noise & light spillover into neighborhood, (5) materials/finishes, and (6) branding. The Applicant provided public notice of this meeting by mail on November 1, 2022 to property owners and tenants within 1,000 feet of the project site.

A second community meeting is scheduled by the Applicants and anticipated to take place on December 8, 2022, at Riverfront Café, 224 B Street, Petaluma, from 11 to 12 pm. Members of the public and city planning staff were invited to attend. The Applicant provided public notice of this

meeting by mail on November 23, 2022, to property owners and tenants within 1,000 feet of the project site.

Public notice of the December 13, 2022, Study Session with the HCPC meeting was posted in compliance with the Brown Act and to solicit initial public comments. Public notice of this item was mailed to property owners and tenants within 1,000 feet of the project site and was published as a 1/8-page ad in the Argus-Courier on December 2, 2022.

On December 2, 2022, the applicant installed two signs on-site to inform the public of the upcoming meeting with the HCPC. Pursuant to IZO Section 24.100(B), each sign was a minimum of 12 square feet in size and placed in a position most visible to the public along the Petaluma Boulevard South and B Street frontages.

As of the publishing date of this staff report, six public comments have been received for this project in response to public noticing. The public comments include additional comments to consider within the project's design, does not support the proposed development's design, provide an opinion on the hotel's aesthetic, and express concerns for the design's feature and location. When public comments are received as an email, they are provided as attachments to the staff report (refer to Attachment F1).

### **CITY COUNCIL GOAL ALIGNMENT**

Hotel Weaver project is a commercial driven project developing a new hotel within the City's historic downtown core, which support's two out of five categories of City Council Goals, for an economy that prospers and spaces and places that inspire.<sup>2</sup> The hotel has various internal components and two visual features that positively supports the downtown, including its proposed streetscape and art installations. The combination of hotel use, streetscape, and public art creates an inviting space to celebrate the city's historic district, encourage sustainable development, and showcase unique works of art.

Specifically, the project is consistent with the following adopted City Council Goals:

- Goal #103      Prioritize and incentivize sustainable infill development.
- Goal #113      Facilitate the development of additional hotels where appropriate.
- Goal #114      Identify potential parking and transportation alternatives for downtown.
- Goal #121      Identify and prioritize projects to upgrade and improve the Downtown, alleyways, and public spaces.
- Goal #120      Robust focus on the riverfront and river-oriented development, including redevelopment potential of the Golden Eagle Shopping Center and Water Street.
- Goal #135      Encourage temporary art installations and other types of public arts celebrations and partnerships with other arts and community organizations.

### **CLIMATE ACTIONS/SUSTAINABILITY IMPACTS**

City of Petaluma is committed to achieving greenhouse gas carbon neutrality for the City of Petaluma by 2030 with the implementation of the Climate Emergency Framework and

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<sup>2</sup> City of Petaluma. *Goals and Priorities – Fiscal Years 2021-2023*. Five goals include (1) a city that works, (2) a safe community that thrives, (3) an economy that prospers, (4) our environmental legacy, and (5) spaces and places that inspire. Ongoing workplan available to review at: <https://cityofpetaluma.org/departments/city-goals-priorities/>



collaboration of the City's Climate Action Commission.<sup>3</sup> The framework consists of four sections; equity and climate justice, mitigation and sequestration, adaptation and social resilience, and community engagement.

The Hotel Weaver project does not immediately reflect the support of the City's Climate Action Framework with climate and sustainable initiatives as the project requests for an increase for both floor area and height, along with returning vehicular access/parking to the site. These three requests may increase embodied carbon and emissions. However, new construction will be required to be all electric, consistent with the City's all-electric ordinance in order to limit increased reliance on natural gas.

It is recommended the project further reflects on methods to address the City's climate action and implement additional sustainable features to reduce its carbon footprint. There is an opportunity to improve the project with sustainable methods of design and strategies, such as renewable construction methods, recycled and porous materials, reduction in hardscape, increase in vegetation and landscape, bicycle and pedestrian enhancements, etc. Other integral features may include solar energy conservation measures for water heating and electricity. Implementing additional sustainable features may mitigate the project's request to increase floor area, height, and parking.

### **ENVIRONMENTAL REVIEW**

Discretionary and legislative approvals are required; therefore, the project is subject to environmental review under California Environmental Quality Act (CEQA). No prior environmental review has been conducted that considered project-level or site-level impacts. However, the Environmental Impact Report (EIR) prepared for the City's General Plan assessed impacts citywide at the programmatic level, including the subject project site. The project will be reviewed relative to the General Plan EIR and CEQA to determine the appropriate level of environmental review.

This is a discussion item only. No action will be taken on this item; therefore, no CEQA finding is required to be made for this meeting item.

### **ATTACHMENTS**

- Attachment A: Project Description
- Attachment B: SPAR Drawings - 11-04-2022
- Attachment C: Historic Compliance Review Report
- Attachment D: Valet Parking Management Plan
- Attachment E: Off-Street Loading Berth Operations Plan
- Attachment F1: Public Comment - Gary McKinnon - 12-04-2022
- Attachment F2: Public Comment – Marianne Hurley - 12-12-2022
- Attachment F3: Public Comment – Brent Russell - 12-13-2022
- Attachment F4: Public Comment - Haleys - 12-13-2022

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<sup>3</sup> City of Petaluma. *Climate Ready Petaluma 2030*. Additional reference materials available at: <https://cityofpetaluma.org/departments/climate-ready-2030/>

Attachment F5: Public Comment – Mona Madaio - 12-13-2022  
Attachment F6: Public Comment – Pam Granger - 12-13-2022  
Attachment G1: EKN Development - HCPC Presentation  
Attachment G2: EKN Development - Progress Materials Board Presentation