



DATE: February 9, 2021 AGENDA ITEM NO. 8B

TO: **Planning Commission**

FROM: Brittany Bendix, Deputy Planning Manager

SUBJECT: **Adobe Road Winery**
Site Plan and Architectural Review Modifications
1 C Street (APN 008-069-002)
File# PLMA-18-0003

RECOMMENDATION

It is recommended that the Planning Commission adopt a resolution approving modifications to the previously approved Site Plan and Architectural Review for the construction of a new approximately 13,718 square foot winery building and site layout, including public improvements along the C Street and First Street frontages. Additionally, in accordance with Central Petaluma Specific Plan, SmartCode §8.10.020(H), approval of requested Warrants for flexibility to development standards regarding maximum building width (§4.80.140) and size, transparency and glazing standards for the Shopfront private frontage typology (§4.40.100) (Attachment A)

BACKGROUND

Project Location and Existing Conditions

The project site is an approximately .58-acre parcel located at 1 C Street (see Figure 1 below). The site is a corner lot, at the northeast corner of the intersection of C Street and First Street, with approximately 144.4 feet of frontage on C Street, 162 feet of frontage on First Street, and 175 feet of frontage along the Petaluma River. The property occupies the majority of the subject block and is within the T-5 (Urban Center) Transect Zone, just southeast of the Turning Basin. The site was previously developed with a single-story commercial auto-repair building of approximately 9,500 square feet, and an adjoining parking lot containing 17 off-street parking spaces accessed from C Street. An additional 11 on-street parking spaces are provided immediately adjacent to the property on both C Street and First Street.

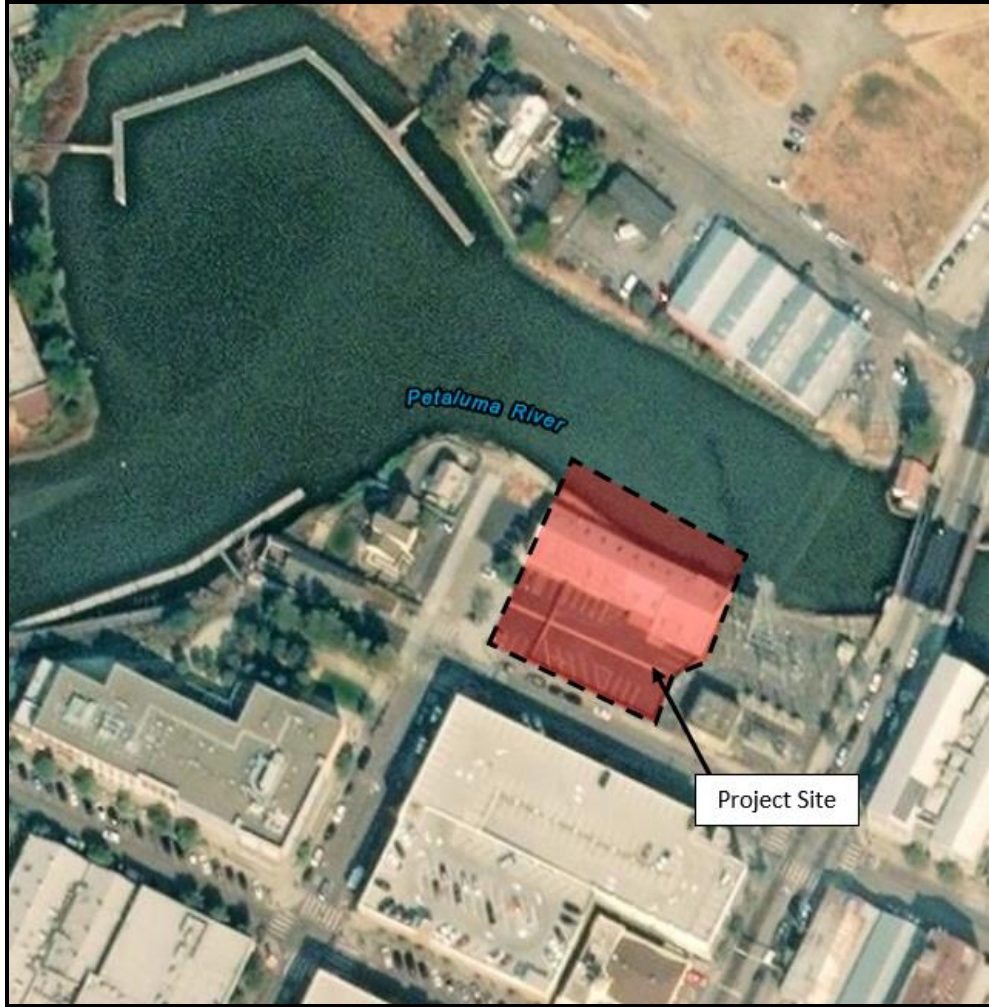


Figure 1: Project Location

The subject property is also at the eastern edge of downtown Petaluma and is within a series of T-5 zoned properties that extend approximately 1-mile along the river, from Western Avenue to just north of the McNear Landing residential community. Characterized as shops intermixed with townhouses, larger apartment houses, offices, workplaces and civic buildings, the T-5 zone encourages higher density and mixed-use development with active ground floor uses that promote pedestrian activity. The immediate context generally reflects this scale and type of development. To the west of the project site, and on the opposite side of C Street, are three properties occupied, from south to north, by the Petaluma Yacht Club, professional offices, and a City operated pumping station. To the east of the property is a Pacific Gas and Electric (PG&E) substation. To the south of the property, and opposite First Street, is a public parking garage with ground floor, arcade style, retail uses and an elevated pedestrian terrace. This diversity of uses within the immediate vicinity also reflects the General Plan's Mixed Use designation of the site. See Figure 2: General Plan Designations.

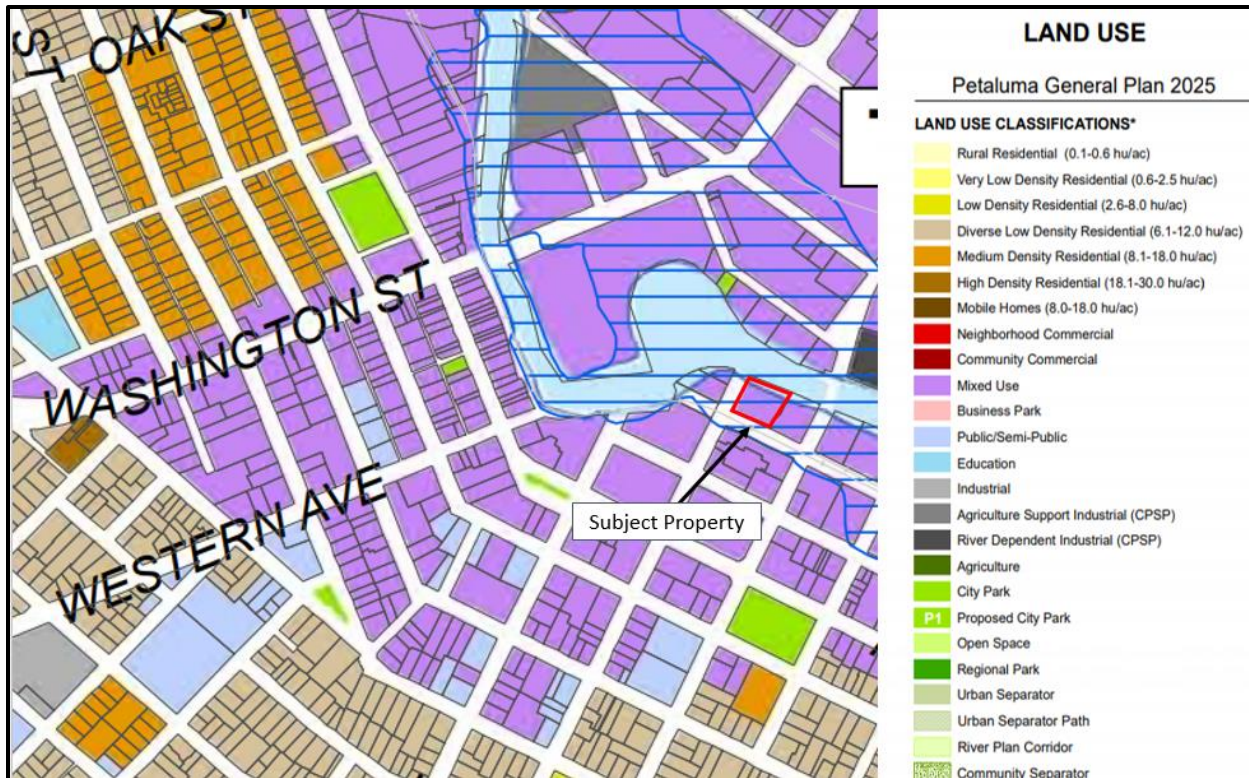


Figure 2: General Plan Designations.

Review and Approval History

On June 12, 2018, the Historic and Cultural Preservation Committee approved demolition of the circa 1937 Bay Garage structure on the site. The structure was subsequently demolished in 2019 and the site is currently vacant.

On September 11, 2018, the Planning Commission approved a Conditional Use Permit (CUP) and Site Plan and Architectural Review (SPAR) for the overall Adobe Road Winery project. The applicant subsequently submitted a building permit application for the approved project and there have been several rounds of review and corrections. The last correction memo was issued by the City on March 11, 2020. No response has been received from the applicant.

As part of the City sponsored Free Range Program, Adobe Road Winery has been using the now vacant site for outdoor wine tasting during shelter in place orders. These outdoor activities have helped to enable Adobe Road Winery’s current business operations at 6 Petaluma Boulevard North to continue. The applicant’s experience with the outdoor tasting functions has inspired them to modify the project from what was previously approved by the Planning Commission on September 11, 2018. The new modifications to the project result in an increase in height from the previously approved project and an increase in deviation from the previously approved warrants for building width and ground floor fenestration. Therefore, the revised proposal is before the Planning Commission for SPAR consideration. Reconsideration of the previous CUP is not required as the modified proposal will not increase the intensity of the use and operations as previously approved.

Modified Project Description

The following outlines those elements of the proposed project that differ from the approved project design and are complimented by the renderings in Figures 3 and 4 and the side-by-side elevation comparisons shown in Figures 6 thru 15. A summary of key physical changes of the project is also provided in Table 1.

The modified project proposes construction of a three-story 13,718 square foot building containing a winery, tasting room, private event space and motorsports gallery, collectively operating as the Adobe Road Winery. As modified, the project’s gross floor area is smaller than the originally approved project of 15,848 square feet. The modified proposal is otherwise generally consistent with the previously approved project, it includes 14 on-site parking spaces that are accessed from First Street and screened by an approximately 4.5-foot tall solid wall. Frontage improvements to both C Street and First Street include required on-street parking landscaping, street lights, street trees, and bike racks. The streetwall along First Street will also include an artistic display and benches that was reviewed and approved by the Public Art Committee on August 22, 2019.

See Sheet A2.01 of the modified plans at Attachment E for an annotated ground floor plan that includes sidewalk improvements. See Figure 3 for the view from the corner of First and C Streets, Figure 4 for an elevation of the First Street facade, and Figure 5 for a perspective of the Petaluma River frontage. Side by side comparisons between the modified proposal and approved project are included in this report at Figures 6-15.



Figure 3: Proposed View from Corner of 1st and C Street

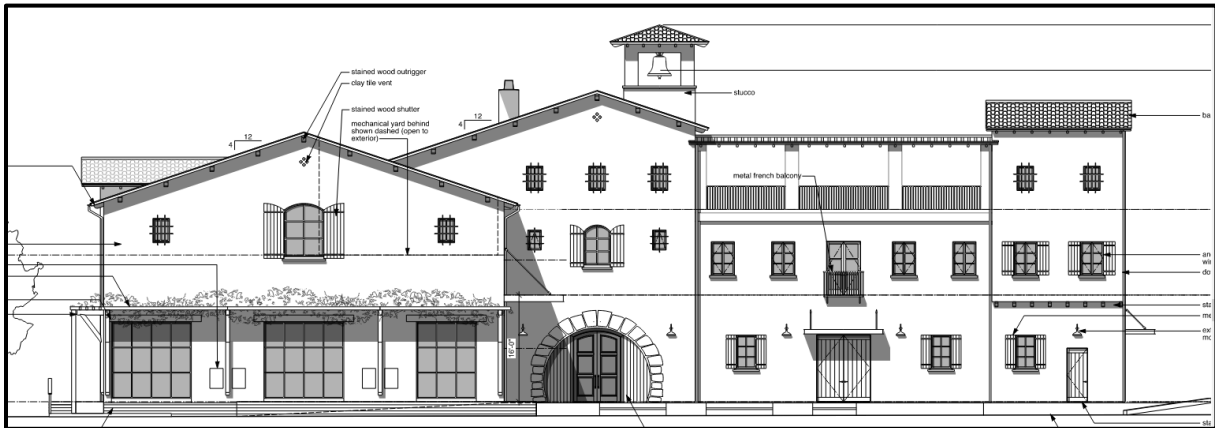


Figure 4: Modified Elevation of First Street



Figure 5: Proposed view of the Petaluma River frontage

TABLE 1 – COMPARISON OF APPROVED AND MODIFIED PROJECT COMPONENTS		
STANDARD	APPROVED	MODIFIED
Land Uses	Winery, Tasting Room, Ballroom, Office	No Change
Gross Floor Area	15,848 sf	13,718 sf
Building Width (First Street)	160 feet* required warrant; required standard is 150 feet	162 feet; requires warrant
Building Height	37.25 to top of ridgeline 52.75 feet to top of bell 2 stories	46.6 feet to top of ridgeline 56.5 feet to top of bell tower 3 stories (4 stories max)
On-Site Parking	14 spaces	No change
Off-Street Parking	18 spaces	No change
Parking Screening	4.5' tall solid wall	No change
Ground Floor Ceiling Height	16 feet	No change
Building Materials	Hand-troweled stucco, dark bronze aluminum windows and doors, stained wood detailing, cast stone windowsill, barrel tile roof, metal awnings and balconies	No change
Ground Floor Transparency (C Street Frontage)	20 percent* required warrant; required standard is 75 percent	15 percent; requires warrant

PROJECT DESCRIPTION

Building Placement and Siting

The project proposes construction of a 13,718 square-foot building that will occupy 63 percent of the subject property. The L-shaped building is setback approximately 8.5 feet from the C Street property line; approximately 6 feet (and to up to 69.5 feet) from the First Street property line; approximately 13 feet from the eastern property line shared with the PG&E substation and 16.5 feet from the existing bulkhead along the riverfront (the northern property line falls in the river and is currently under evaluation by the State Lands Commission - a boundary determination which is not anticipated to alter this project). The modified project is generally consistent with the project as originally approved; it locates the proposed on-site parking in the southern corner of the lot, with access from First Street. The overall siting of the building is characteristic of a combined sideyard/rearyard building placement. Figures 6 and 7 demonstrate the minimal shifts between the approved project footprint and the modified proposal’s footprint.

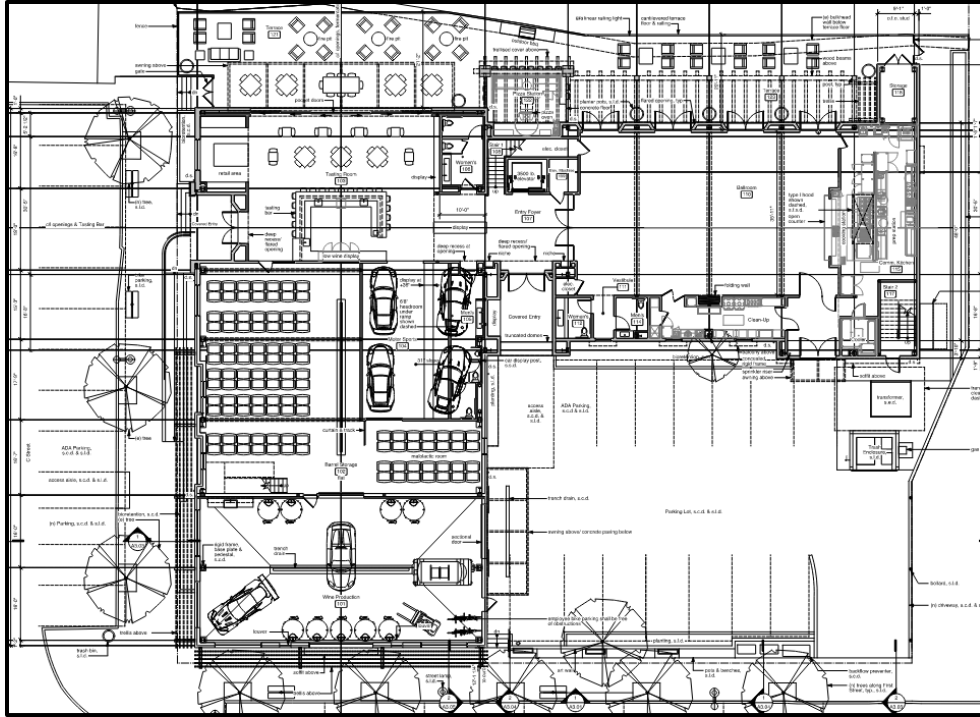


Figure 6: Site Plan – Approved (Attachment F, Sheet A2.02)

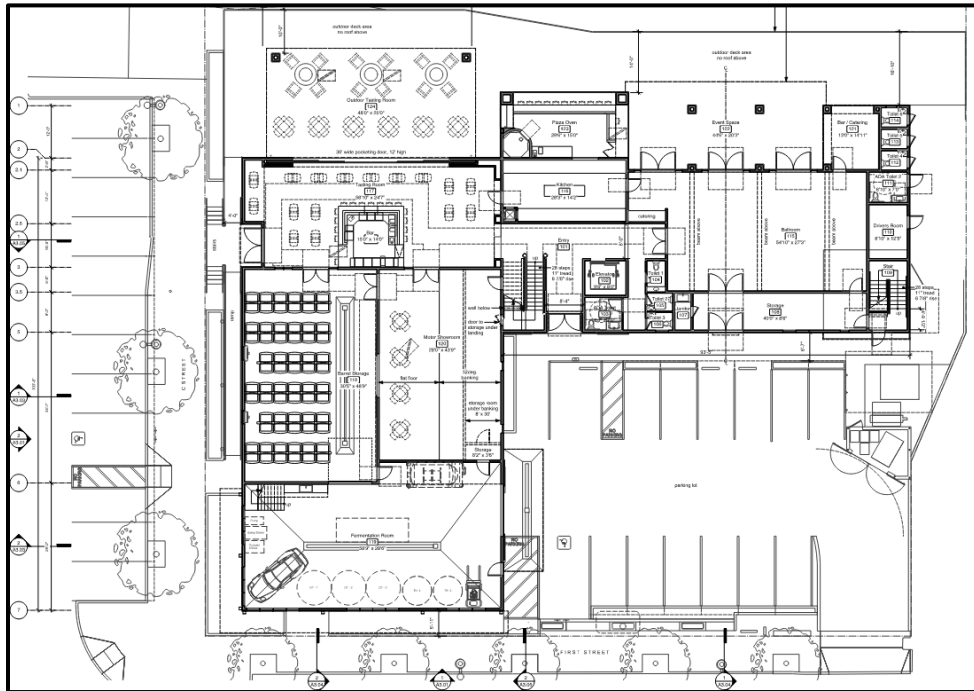


Figure 7: Site Plan – Modified (Attachment E, Sheet A2.02)

Land Uses and Programming

The primary modification proposed is the addition of the third story to provide a hospitality suite adjacent to an outdoor roof terrace to accommodate special tastings. The approved CUP included a Food and Beverage Production and Manufacturing use, an Alcoholic Beverage Sales/Retail use, and a Bar/Tavern (tasting) use (Attachment B). As these activities are not intensifying based on the physical changes to the building, a modified CUP is not required. The motorsports gallery is principally permitted.

Architectural Design

As noted above, the project features a three-story L-shaped layout, stretching the span of the C Street and Petaluma River frontages. The building also features a metal barrel tile pitched roof with a gabled entry over the C Street entrance and a central bell tower that marks the entrance from the parking lot. The general form of the building is treated with a smooth stucco with dark bronze aluminum windows and doors, and stained wood or colored concrete embellishments. Collectively, the building's massing, form, fenestration, and materials are characteristic of the Mission Revival architectural style – noted for broad unadorned plaster surfaces, limited fenestration, low-pitched roofs with wide eaves, clay tile roofs, and arcades. With the exception of the additional story and broader bell tower, the overall form of the project is consistent with the previous approval. As modified, the height of the building to the ridgeline of the roof is approximately 46.6 feet where it was previously approved at 37.25 feet. The height of the building to the top of the bell tower is approximately 56.5 feet, where it was previously approved at 52.75 feet. Figures 8-15 convey the overall changes to the built form and architectural expression.

ISSUES FOR CONSIDERATION

Architectural Design and Ground Floor Treatments

As previously approved and as illustrated in the proposed modifications, the project requires a warrant for maximum building width in the T5 Zone. SmartCode §4.80.140 sets forth maximum building dimensions for new buildings in the T5 Zone that propose to construct a Main Street Building. The maximum width is 150 feet. The approved building has a width of 160 feet and the modified building has a maximum width of 162 feet along First Street. The addition of two feet to the building width of First Street is considered to be in substantial conformance with the previously approved warrant. Staff maintains that the revised design does not change the previous discussion and finding that this warrant met the intent of the SmartCode as outlined in previously approved Resolution No. 2018-28.

The previously approved and current proposal also require a warrant from the urban design standards for buildings that apply a shopfront frontage to new construction in the T5 Zone. These standards require that the ground floor is designed to be 75 percent transparent, that ground floor windows are separated by no more than 2 feet, and that the depth of recessed entries does not exceed six feet. The proposed ground floor fenestration treatments to the C Street façade deviate from these standards. At the September 11, 2018, Study Session, the Commission discussed these deviations and approved the project. The modified proposal reflects an additional reduction in overall transparency on the C Street façade of approximately five percent, which is not in substantial conformance with the original approval. The proposal has also removed the arched architectural elements surrounding the ground floor windows on C Street which were applied to give the façade more depth. Should the Commission have concerns relating to the changes in these details, they may choose to require a condition of approval that these elements be re-incorporated

into the proposal prior to issuance of a building permit.

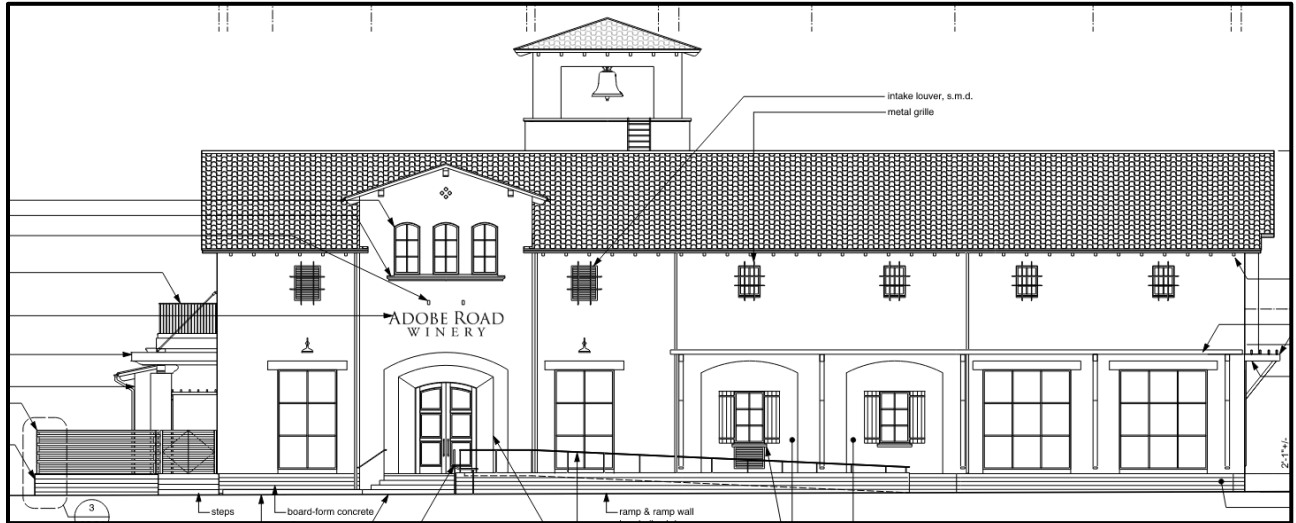


Figure 8: C Street Elevation – Approved (Attachment F, Sheet A3.01)

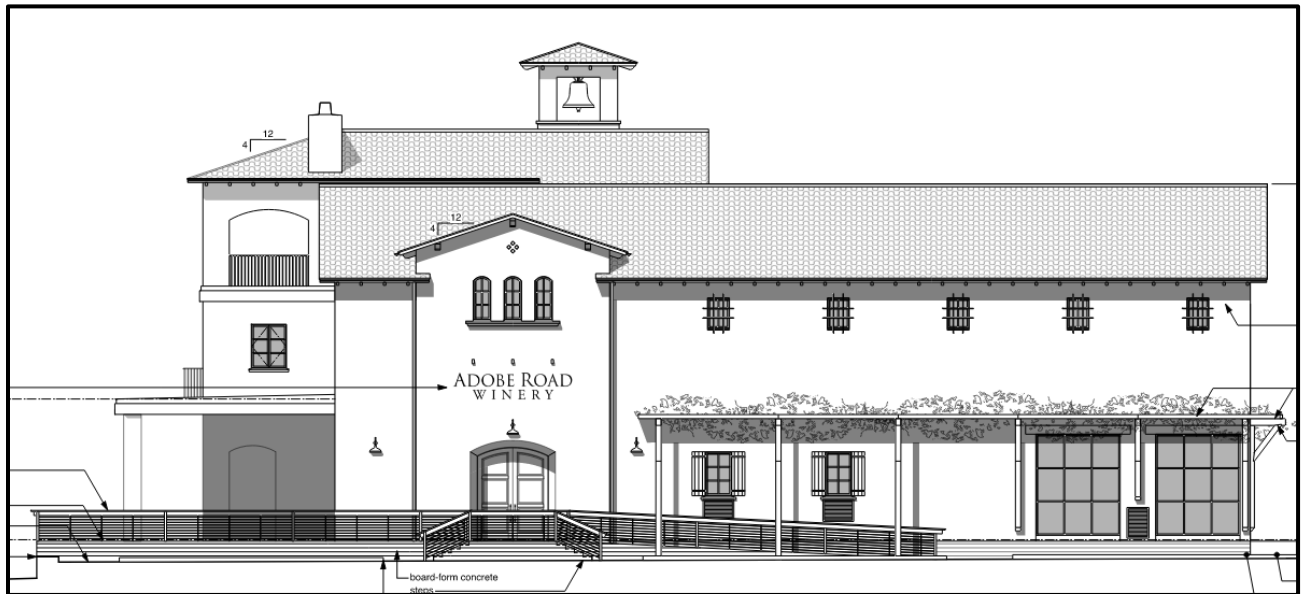


Figure 9: C Street Elevation – Modified (Attachment E, Sheet A3.01)

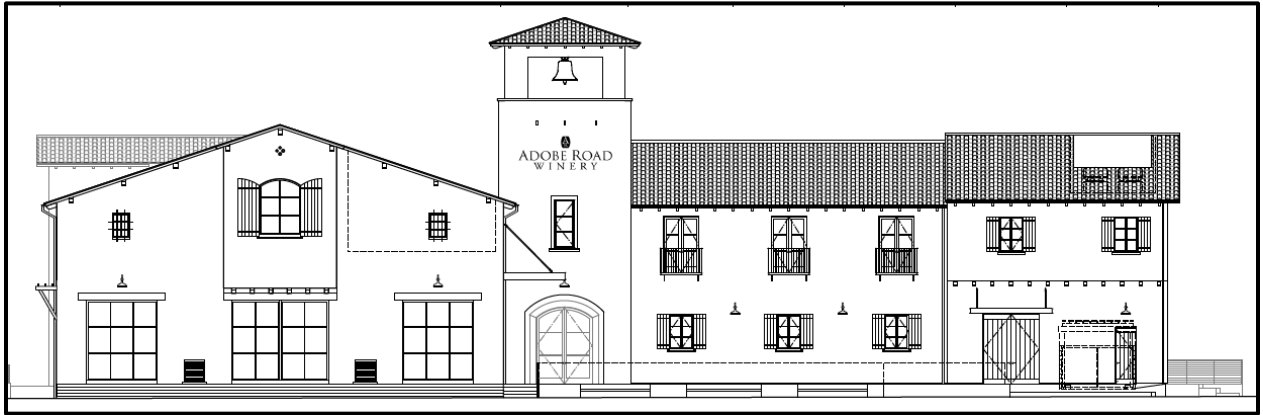


Figure 10: First Street Elevation – Approved (Attachment F, Sheet A3.01)

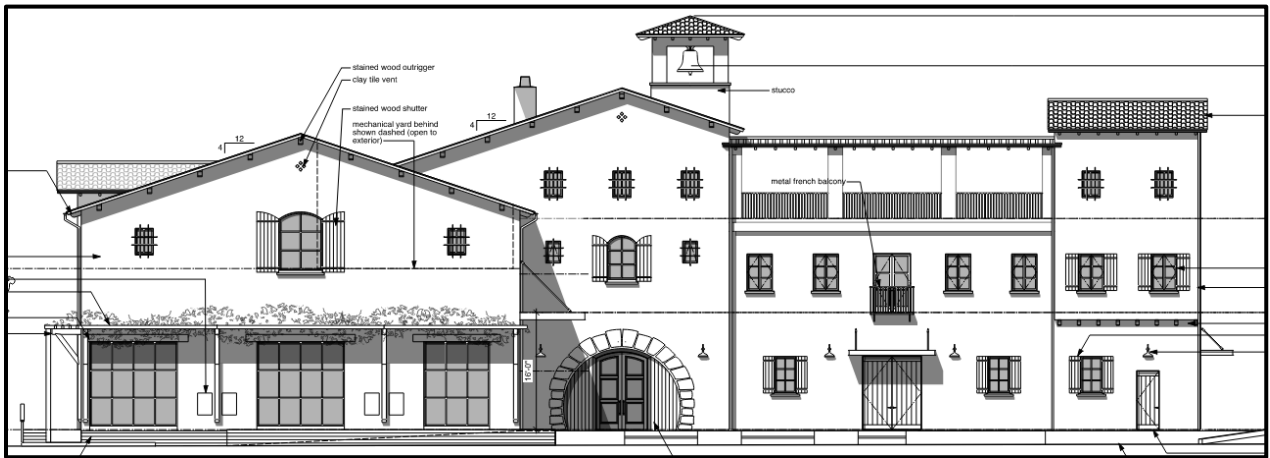


Figure 11: First Street Elevation – Modified (Attachment E, Sheet A3.01)

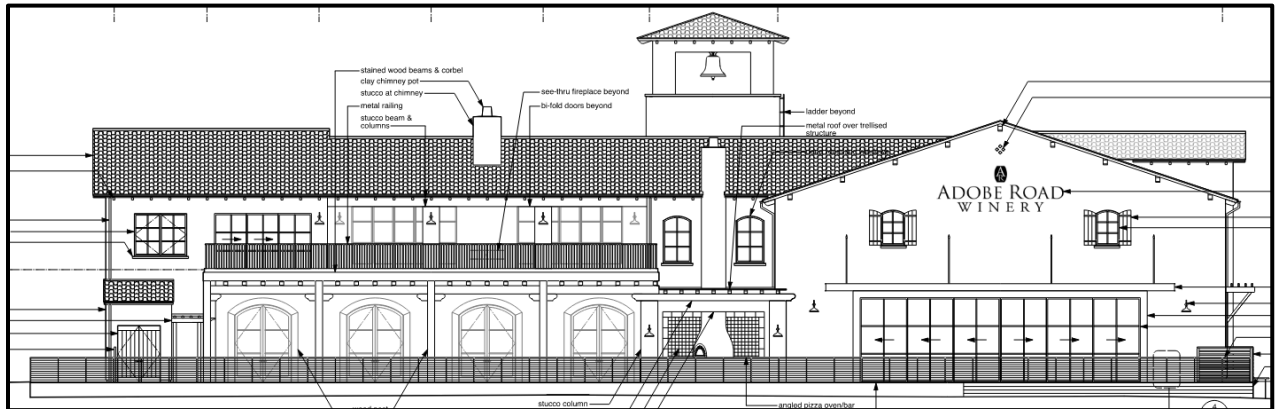


Figure 12: Riverfront Elevation – Approved (Attachment F, Sheet A3.02)



Figure 13: Riverfront Elevation – Modified (Attachment E, Sheet A3.02)

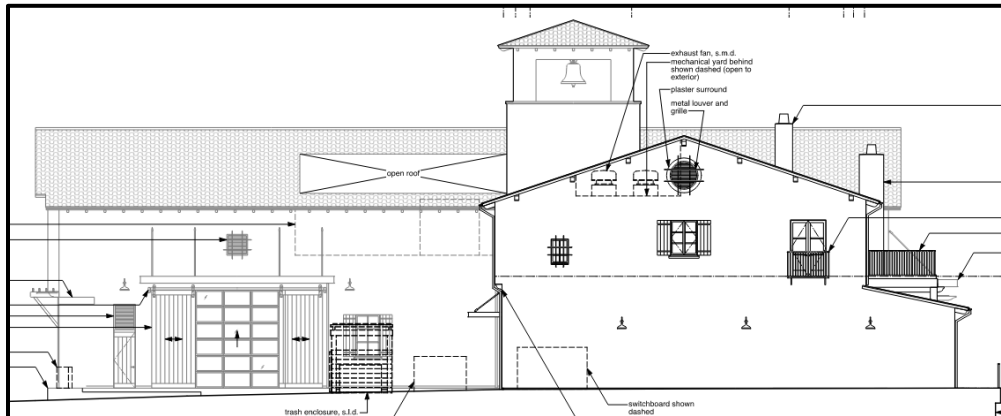


Figure 14: PG&E Elevation – Approved (Attachment F, Sheet A3.02)

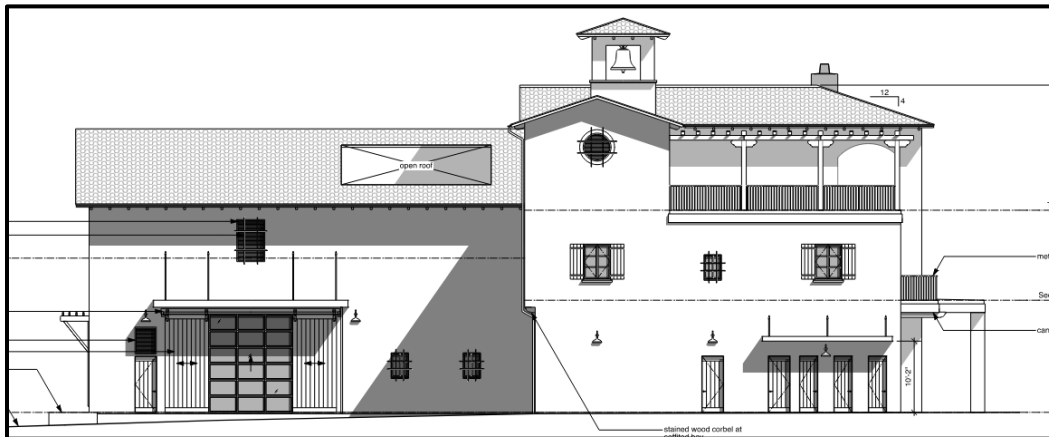


Figure 15: PG&E Elevation – Modified (Attachment E, Sheet A3.02)

STAFF ANALYSIS

Required Approvals

The modified project requires the following approvals by the Planning Commission:

- Site Plan and Architectural Review approval of the modifications, including revisions to the building massing and design; and including
- Approval of Warrants for flexibility to development standards regarding maximum building width (§4.80.140) and size, transparency and glazing standards for the Shopfront private frontage typology (§4.40.100).

Standards of Review

The project is subject to the following standards of review:

- Petaluma General Plan
- Central Petaluma Specific Plan (CPSP)
- River Access and Enhancement Plan
- Smart Code
- Implementing Zoning Ordinance (§24.010(G) – SPAR Standards)

A detailed summary of applicable standards for the previously approved project is provided in the September 11, 2018, staff report, with related findings provided in Resolution 2018-29. (Attachment C and G) The following standards discussion highlights findings that are applicable to the modified proposal.

Petaluma General Plan 2025

The Petaluma General Land Use Map applies a ‘Mixed Use’ designation to the project site. (See **Figure 2**). The ‘Mixed Use’ classification in the General Plan includes a combination of uses, including retail, residential, commercial and/or offices, and encourages pedestrian-oriented development. Additionally, the project site is located in the Central Petaluma Specific Plan (CPSP) subarea of the General Plan. As described by the General Plan, this 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 adoption of the CPSP area, which has its own goals and findings, generally aims to bridge the eastern and western portions of the city while focusing on the river front as both an amenity and linkage. Pursuant to General Plan Page 1-7, there is no Floor Area Ratio (FAR) residential density standard. Building form and mass is, instead, regulated by the Central Petaluma Specific Plan’s SmartCode.

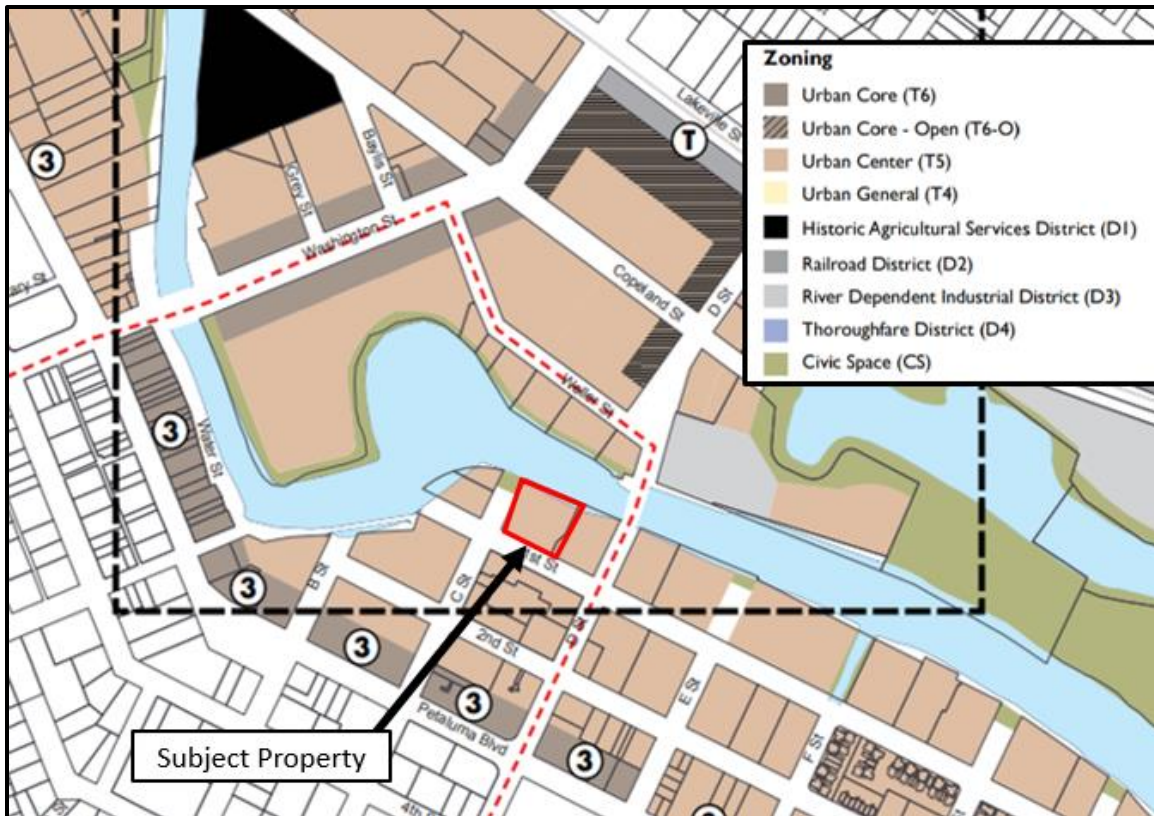


Figure 16: Regulating Plan Designations in Project Vicinity.

The following General Plan policies, both specific to the subarea and citywide, apply to the proposed project. Staff's consistency analysis is provided in *italics* after each policy.

Chapter 1: Land Use, Growth Management & the Built Environment

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

Policy 1-P-7 Encourage flexibility in building form and in the nature of activities to allow for innovation and the ability to change over time.

The project proposes infill development that is at an equal or higher density and intensity than surrounding uses. As previously noted, the neighboring properties contain commercial, civic, and retail uses. While the winery is an industrial land use, the pairing of retail and event activities on the subject property as a single business, facilitates the winery's integration into the surrounding uses. Further, the approval of the requested warrants enables flexibility for the new construction to accommodate the site's proposed activities and change over time.

Turning Basin West

- Objective 3 Promote the development of retail, entertainment and related attractions that will establish a strong center focused on the Turning Basin and reinforce downtown businesses and new residential uses.

The project includes a combination of land uses that will serve as a local and regional destination, attracting Petaluma residents and visitors to the project site, as well as the Turning Basin.

River Access and Enhancement Plan

Adopted in 1996, the stated purpose of the River Access and Enhancement Plan is to describe the vision for the Petaluma river in balance with the directives of the 1987-2005 Petaluma General Plan and with the implementation objective to create ‘a waterfront environment that is the jewel in Petaluma’s crown.’ The project site is within the Downtown Segment, regarded by the plan as the waterfront of the city’s traditional and historic central business district. The segment is also the primary destination of the trail system and activity center of the river corridor. See Figure 17: Turning Basin Loop.

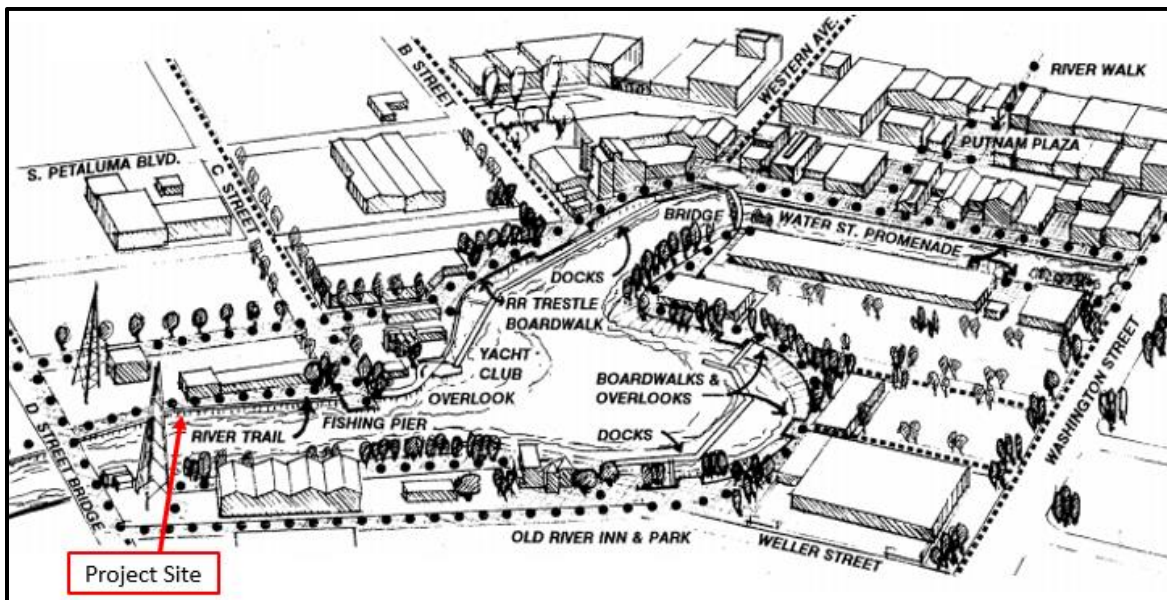


Figure 17: Turning Basin Loop

The following River Access and Enhancement Plan goal, objectives and policies, both specific to the subarea and citywide, apply to the proposed project. Staff’s consistency analysis is provided in *italics* after each policy.

Goal 3: Promote balanced use of the river corridor

- Objective 3.1 Encourage the development of properties along the river corridor in a manner that responds to the riverfront location, enhances the riverfront environment, and provides public access, and is consistent with the General Plan, as further defined by this Plan.

Objective 3.4 Encourage and support river-related activities that benefit local agriculture.

Objective 3.5 Encourage riverfront public recreational access and uses.

As previously noted, the proposed winery and associated activities are oriented toward the river. Further, the project proposes conditions of approval that will support the creation of public recreational access and uses by means of alternative compliance. Further, the winery activities will benefit local agriculture, as the fruit for the wine comes from the Petaluma Gap AV.

Smart Code

The project site is within the T5 (Urban Center) Transect Zone of the Petaluma SmartCode. The T5 is generally characterized by higher density mixed use buildings that accommodate retail, offices, rowhouses and apartments. The project is in general compliance with the T5 Zone Development Standards of the SmartCode. However, as previously noted, the project requires approval of warrants for flexibility to development standards regarding maximum building width (§4.80.140) and size, transparency and glazing standards for the Shopfront private frontage typology (§4.40.100).

In the T5 zone new development may choose among the following building types: Townhouse, Apartment House, Courtyard Building, Main Street Building, and Mid-Rise are permitted. For each building type the SmartCode includes a set of standards relative to the appropriate lot size, number of units, maximum building footprint (width and depth), height, pedestrian access, vehicular access, and permitted private frontage type. The project proposes the Main Street Building type, which is described as a small- to medium-sized structure, typically attached, intended to provide a vertical mix of uses with ground-floor commercial, service, or retail uses and upper-floor commercial, service, or residential uses. This type makes up the primary component of a neighborhood main street and portions of a downtown main street, therefore being a key component to providing walkability. The project proposes a building footprint of 162 feet wide by 118.5 feet deep, this exceeds the maximum building footprint allowed. Staff supports the warrant for building width because the footprint of the building is proportional to the subject property's large lot size. (See Figure 18: Main Street Building Standards)

Projects that propose a Main Street Building type must choose from the following private frontage typologies, each of which has its own set of individual standards: Forecourt, Dooryard, Shopfront, Gallery, Terrace and Arcade. The project proposes a Shopfront typology, which is described in SmartCode Section 4.40.100 as follows: the main façade of the building is at or near the frontage line with an at-grade entrance along the public way; intended for retail use, this frontage has substantial glazing at the sidewalk level and may include an awning that may overlap the sidewalk. It may also be used in conjunction with other frontage types.

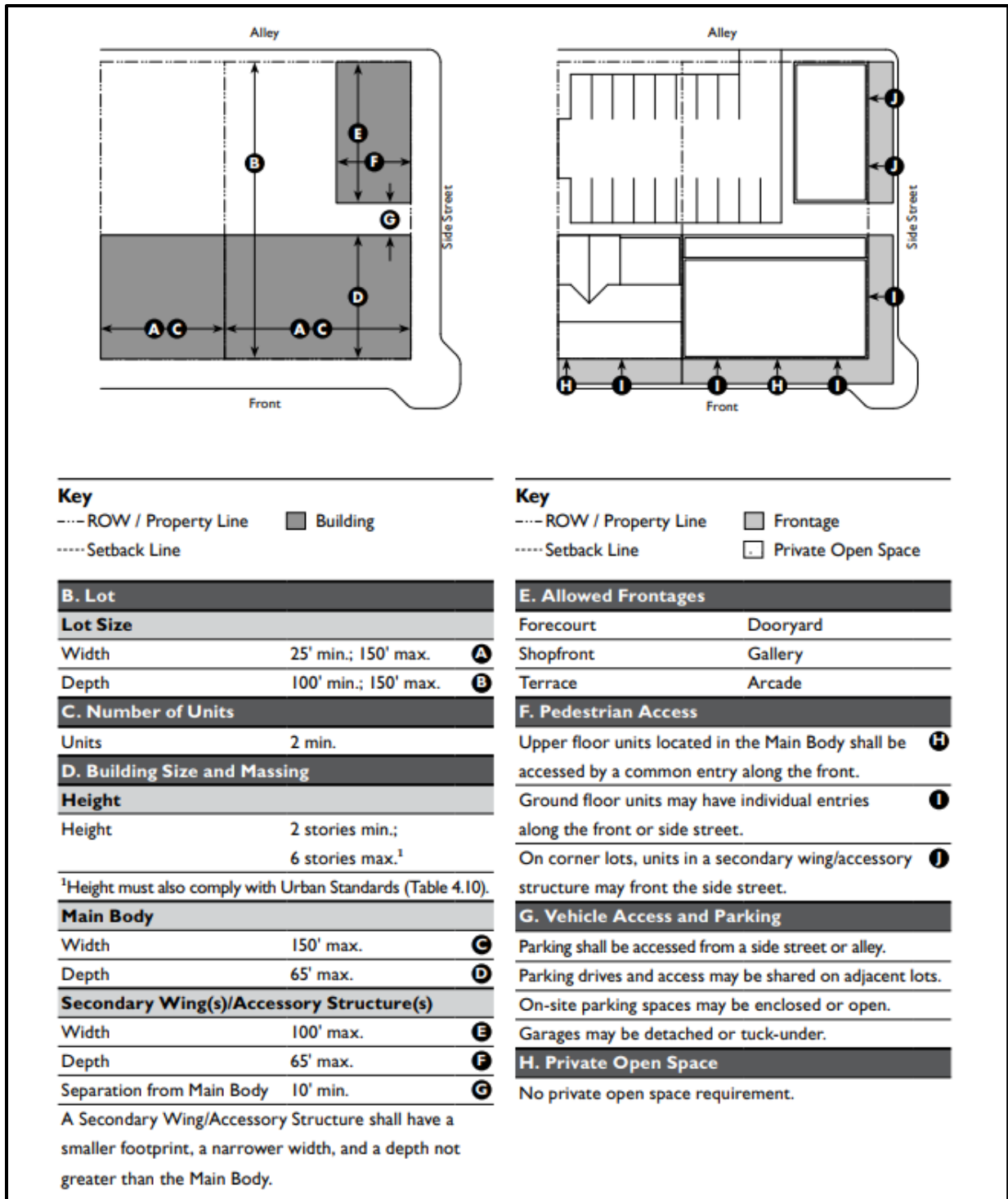


Figure 18: Main Street Building Standards

For each frontage type the SmartCode also has a set of standards relative to the amount of ground floor transparency, spacing between glazing (windows), types of windows, types of awnings, and depths of recessed entries. As currently designed, the project does not meet the shopfront standards for transparency, spacing between glazing, and depth of recessed entries.

Collectively these elements serve to reinforce retail uses of the shopfront typology, which when paired with the Main Street Building type, reinforce the site’s overall contribution to neighborhood walkability. As previously noted, the project requires a warrant from the Shopfront urban design standards.

The previous approval granted a warrant to reduce the required 75 percent ground floor transparency on the building’s C Street frontage to 20 percent. The modified project reflects a further reduction to 15 percent. Staff recognizes that the proposed industrial use conflicts with the project’s self-elected shopfront design typology. Additionally, while the modified proposal does eliminate two large windows flanking the entrance (Figures 8 and 9), the reduction in transparency is also attributed to the overall reduction in massing along C Street. The approved project’s C Street building frontage spanned approximately 118.5 feet. The modified project’s C Street buildings frontage spans approximately 104.5 feet. This reduction in massing facilitates more outdoor seating area along the riverfront and C Street, which is not included in the transparency calculation although it is located at the ground floor and supports connectivity with the private and pedestrian realms. Should the Commission have concerns regarding the reduction in windows along C Street, staff recommends that they require the applicant to reincorporate them into the project as a condition of approval. (See Figure 19: Shopfront Standards and Examples)

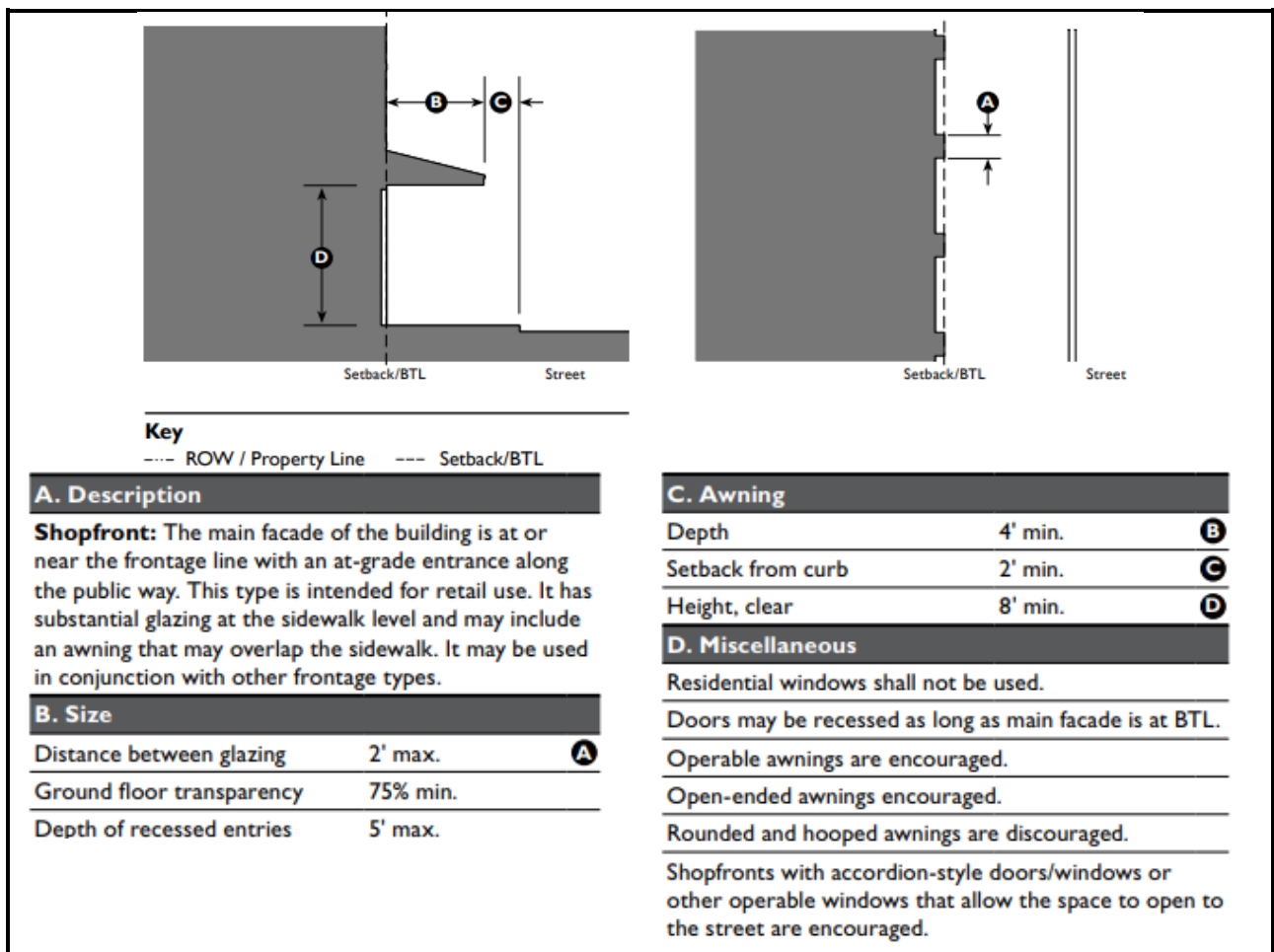


Figure 19: Shopfront Building Standards and Examples

Implementing Zoning Ordinance (§24.010(G) – SPAR Standards)

The project is subject to the provisions of IZO §24.010 (Site Plan and Architectural Review), including the standards in Section 24.010.G, which govern the scope of Planning Commission review. Staff analysis is included in *italics* below.

1. The appropriate use of quality materials and harmony and proportion of the overall design.

The project includes the use of quality materials, such as smooth hand-trowled stucco, metal barrel roof tiles, dark bronze aluminum windows, and stained wood treatments. The use of these materials ensures harmony and proportion with the overall design of the site.

2. The architectural style which should be appropriate for the project in question, and compatible with the overall character of the neighborhood.

The architectural style of the proposed buildings is appropriate and compatible with the overall character of the neighborhood. While the Mission Revival inspired design is not a prevalent theme within Petaluma, there are noteworthy examples such as the fire station on D Street and the SMART train station. Given the high visibility of the project site, the elaborate design motif is appropriate as it promotes interest in both the site's activities and the Turning Basin.

3. The siting of the structure on the property as compared to the siting of other structures in the immediate neighborhood.

The structure is appropriately sited to activate all three of its frontages, while minimizing the presence of on-site parking. Further, there is no consistent siting pattern among the immediately adjacent properties to provide a defined context.

4. The size, location, design, color, number, lighting, and materials of all signs and outdoor advertising structures.

No signs are proposed with the subject application. Therefore, this finding is not applicable.

5. The bulk, height, and color of the proposed structures as compared to the bulk, height, and color of other structures in the immediate neighborhood.

The bulk, height, and color of the neighboring structures varies widely. This lack of context enables the development to pursue a stand-alone architectural aesthetic that is appropriately scaled for the size of the lot and its prominently visible position on the riverfront.

6. Landscaping to approved City standards shall be required on the site and shall be in keeping with the character or design of the site. Existing trees shall be preserved wherever possible, and shall not be removed unless approved by the Planning Commission.

Proposed landscaping is in keeping with the character and design of the site and will significantly improve the overall aesthetics of the C Street and First Street frontages. Drought-tolerant landscaping will be installed throughout the site, including various trees, grasses, and vines in keeping with the character of the building. The project's landscaping is in keeping with the character and design of the site because it provides plantings that complement the building and its engagement with the pedestrian realm. Lastly, the applicant is required to

comply with the Model Water Efficient Landscape Ordinance at Building Permit through the submission and approval of a Landscape Document Package.

7. Ingress, egress, internal circulation for bicycles and automobiles, off-street automobiles and bicycle parking facilities and pedestrian ways shall be so designed as to promote safety and convenience, and shall conform to approved City standards. Any plans pertaining to pedestrian, bicycle, or automobile circulation shall be routed to the Pedestrian Bicycle Advisory Committee (PBAC) for review and approval or recommendation.

The project's ingress, egress, internal circulation for bicycles and automobiles, off-street automobiles and bicycle parking facilities and pedestrian ways promote safety and convenience, and conform to City standards. Additionally, the project provides pedestrian access at both street frontages.

PUBLIC COMMENT

Public notice was published in the Argus Courier on January 28, 2021 and mailed to all property owners and occupants within 1,000 feet of the subject property. On January 24, 2021, signage was also posted on the subject property notifying the general public of a Planning Commission hearing on this project. Staff has also communicated directly with two individual who raised concerns prior to the September 11, 2018, Planning Commission hearing. One individual has asserted that they do not support the increase in height, as they remain opposed to the project holistically.

ENVIRONMENTAL REVIEW

The project has been reviewed in accordance with the California Environmental Quality Act and found to be categorically exempt under CEQA Guidelines Section 15332 as an infill development project. The project is consistent with the Mixed Use land use designation and regulations of the T-5 zoning district. The project is located within city limits on site less than five acres substantially surrounded by urban uses and on a site without value for habitat for endangered, rare, or threatened species. The project would not result in any significant effects related to traffic, noise, air quality, or water quality and is located on a site served by all required utilities and public services. See Attachment D for the Categorical Exemption determination.

ATTACHMENTS

- A: Draft Resolution for SPAR and Warrant Requests
- B: Resolution No. 2018-28 for Conditional Use Permit
- C: Resolution No. 2018-29 for previous SPAR approval
- D: Categorical Exemption
- E: Project Plans – Modified
- F: Project Plans – Previously Approved
- G: September 11, 2018 Staff Report