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DATE: September 11, 2018 AGENDA ITEM 8A

TO: **Planning Commission**

FROM: Brittany Bendix, Deputy Planning Manager

REVIEWED BY: Heather Hines, Planning Manager

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

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### **RECOMMENDATION**

It is recommended that the Planning Commission adopt the following:

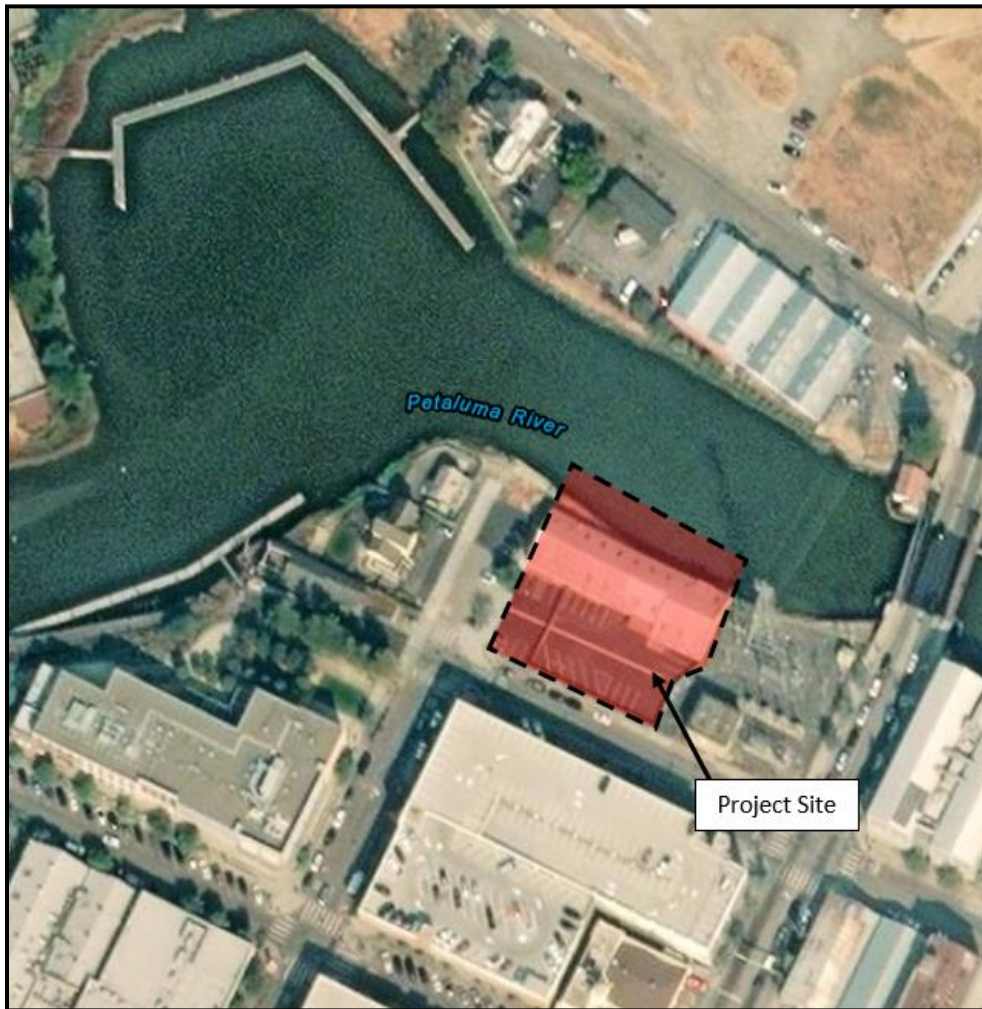
1. Resolution approving a Conditional Use Permit (CUP) to establish a Food and Beverage Production Manufacturing Use (winery), a Bar/Tavern Use (tasting room), and Alcoholic Beverage Sales in the T-5 zoning district (**Attachment A**); and
2. Resolution approving Site Plan and Architectural Review for the construction of a new approximately 15,848 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 B**)

### **BACKGROUND**

#### *Project Location and Existing Conditions*

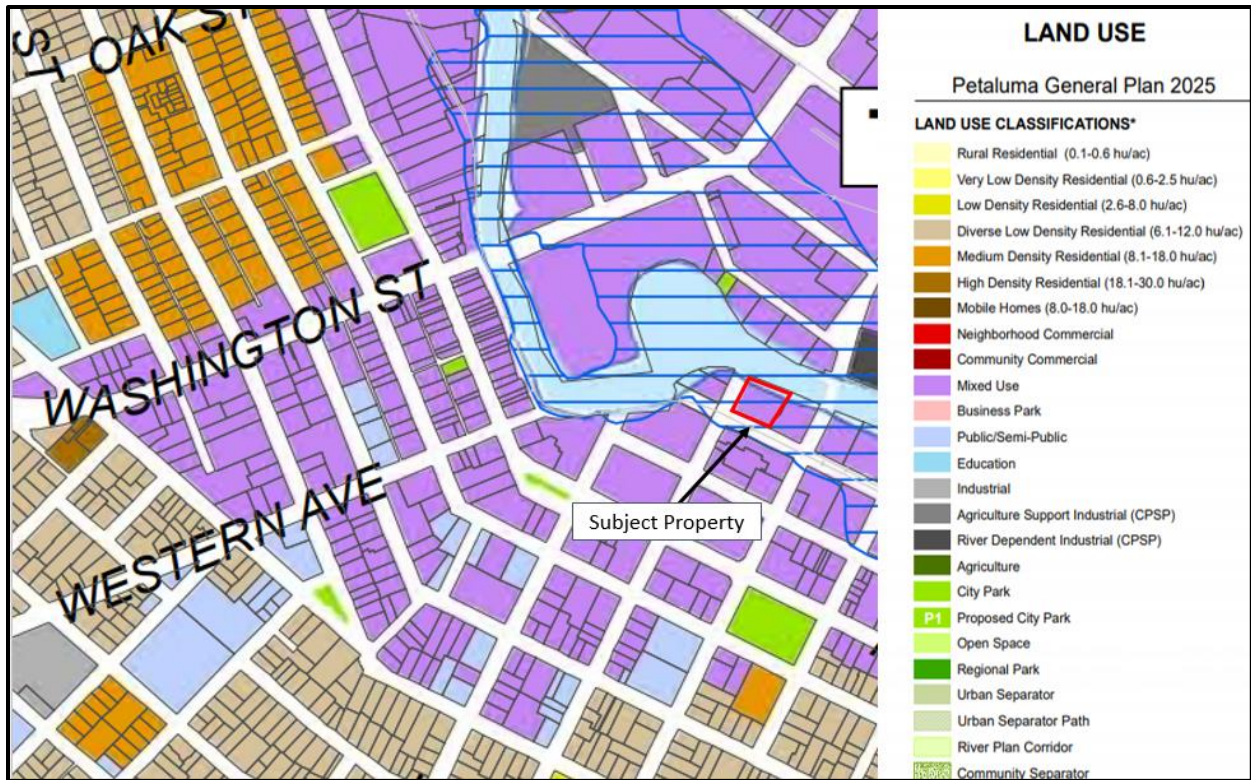
The project site is an approximately .58-acre parcel located at 1 C Street (see **Figure 1** below). The site is a corner lot, at the northeast corner of the intersection of C Street and First Street, with approximately 144.4 feet of frontage on C Street, 162 feet of frontage on First Street, and 175 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 is currently 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. The Historic and Cultural Preservation Committee approved demolition of the existing structure at a committee meeting on June 12, 2018. (Historic and Cultural Preservation Committee Resolution No. 2018-05).



**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.**

*Project: Summary*

The project proposes demolition of all existing buildings and site features and subsequent new construction of a two-story 15,848 square foot building containing a winery, tasting room, private event space and motorsports gallery, collectively operating as the Adobe Road Winery. The proposal also 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 landscaping, street lights, street trees, and bike racks. The streetwall along First Street will also include an artistic display and benches.

See Sheet A2.01 of **Attachment D** for an annotated ground floor plan that includes sidewalk improvements. See **Figure 3** for the view from the corner of 1<sup>st</sup> and C Streets, **Figure 4** for an elevation of the First Street facade, and **Figure 5** for a perspective from the D Street Bridge.



**Figure 3: View from Corner of 1<sup>st</sup> and C Street**



**Figure 4: Elevation of First Street**



**Figure 5: View from the D Street Bridge**

*Prior Meetings and Outreach*

During the morning and evening of Thursday, March 1, 2018, the applicant hosted an open house for neighbors, other interested members of the public, and public officials to present initial renderings of the project and to introduce the project team. An invitation to this meeting was sent to neighbors within 500-feet of the subject site. Prior to submittal, the applicant had also initiated conversations with the site's closest neighbors.

The following is a list of previous public meetings where the project has been reviewed and discussed:

- |               |   |
|---------------|---|
| July 18, 2018 | The Pedestrian and Bicycle Advisory Committee (PBAC) reviewed and provided the following comments on the project: <ol style="list-style-type: none"><li>1. PBAC generally supported the project as presented, including the benches on First Street and the applicant's exploration of developing the C Street pocket park.</li><li>2. PBAC requested that the project explore and provide more information on future bike and pedestrian connections on First Street.</li><li>3. PBAC requested that the applicant provide a conceptual plan</li></ol> |
|---------------|---|

showing how the pathway along the river could be accommodate by future property owners.

July 24, 2018

The Planning Commission held a study session to discuss the project's compliance with required riverfront and street frontage improvements. The following is a summary of their comments on the project:

1. The Commission generally supported the proposed architectural design; however, Commissioners encouraged softening of the C Street façade with more windows, active uses, and application of alternative frontage treatments such as an arcade or terrace.
2. The Commission also considered the project's connectivity to the Petaluma River. Commissioners generally expressed an understanding of the challenges with providing a riverfront path on the subject property but had concerns regarding the privatization of the river frontage and requested that the applicant consider what compensating benefits may be presented if the property owner was not providing the Class I walkway along the river's edge.

August 23, 2018

The Petaluma Public Art Committee (PPAC) reviewed and provided the following initial comments on the project's 'Petaluma Gap Bottle' public art concept to meet their 1% public art requirement:

1. Consider altering the sculpture so that it is less literal and does not reflect corporate art. Suggestions included altering the wine label (including font) and changing the bottle shape and color to be distinct from the Adobe Road Winery bottles.
2. Consider distorting the bottle shape to provide greater dimensionality and an element of humor.
3. If the intent is to maintain similarities between the sculpture and bottles for sale, consider the sculpture as private art, and provide alternative public art through murals on First Street.
4. Consider the durability of the proposed art so that it will last beyond 10 years and be easily maintained.

Once the project is approved by the Planning Commission, the applicant will return to PPAC for subsequent review and approval of proposed concepts.

## **PROJECT DESCRIPTION**

### *Building Placement and Siting*

The project proposes construction of a 15,848 square-foot building that will occupy 63 percent of the subject property. The L-shaped building is setback approximately 4 feet from the C Street

property line; 3.5 feet (and to up to 64.5 feet) from the First Street property line; 10 feet from the eastern property line shared with the PG&E substation and 18 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 project 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.

#### *Land Uses and Programming*

As previously noted the proposed new construction will accommodate a winery with ancillary tasting and private event spaces. The ground floor programming locates the wine tasting and ballroom activities in the building wing that spans the riverfront, and the wine production and motorsports gallery uses in the building wing along the C Street frontage. A central lobby area connects the two wings with entrances to the building from both C Street and the site's parking area. Operational office space and a private tasting room occupy the second story above the riverfront wing. The project will require a Conditional Use Permit from the Planning Commission to establish a Food and Beverage Production and Manufacturing use, an Alcoholic Beverage Sales/Retail use, and a Bar/Tavern (tasting) use. The motorsports gallery is principally permitted.

#### *Building Frontage*

Given the siting of the building, the primary building frontage of the project is on C Street and the Petaluma River. The frontage treatments on C Street include steps and a ramp up into the main building lobby, as well as steps onto the private river terrace. The C Street frontage also includes a 3-foot planting strip that extends along the majority of the front façade and then a landscaped open area adjacent to the C Street terminus that is obscured from the private terrace by a slatted 8-foot tall fence. The Petaluma River frontage features a broad private terrace for tasting activities and the building face of the proposed ballroom. The First Street frontage is only partially occupied by the proposed building as it generally accommodates the site's parking area. As previously noted, the parking court is buffered with a planting strip, art wall, planter boxes and benches.

In response to the July 24, 2018 Planning Commission Study Session, the project includes the following additional frontage treatments: wooden trellises and planting pots for climbing vines on the C Street and First Street facades, arches around two smaller windows on C Street, and an interpretive signage display on First Street that will provide information relative to the history of neighboring sites, as well as, Petaluma's riverfront and wine making history.

#### *Architectural Design*

As noted above, the project features a two-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.

## **ISSUES FOR CONSIDERATION**

As previously discussed at the Planning Commission Study Session on July 24, 2018, and noted below in the Staff Analysis section, there is an abundance of policy language that directs the applicant to provide public access to the Petaluma River and to contribute to the completion of a Turning Basin Loop Trail. Additionally, the project is seeking warrants from a set of private frontage standards that serve to improve the ground floor's engagement with the public realm. The section below highlights the changes the applicant has made to address these two issues, 'River Access' and 'Architectural Design and Ground Floor Treatments.' If the Commission finds that the changes are sufficient in meeting the intent of the City's planning documents, the Commission may approve the project as it is currently proposed with the attached resolutions and conditions of approval. Alternatively, the Planning Commission may add additional conditions of approval or direct staff to return to the Commission, at a subsequent hearing, with resolutions for denial.

### **River Access**

At the Planning Commission Study Session on July 24, 2018, the Commission provided feedback that encouraged the applicant to consider the following suggestions: split the proposed terrace for both public and private access; contribute to the C Street pocket park through financial or physical contributions; contribute to the financing of a future riverfront path through a bond; and/or document a commitment by the property owner to not preclude the development of future riverfront improvements. Although the applicant has formalized a proposal to provide alternative compliance with the adopted policies regarding public access to the Petaluma River, it is difficult to find that the proposal adequately achieves consistency with policies in the General Plan and River Access and Enhancement Plan.

The applicant has indicated that they are willing to contribute towards the river access as follows:

1. Dedicating up to \$50,000.000 toward the proposed C Street Park at the terminus of C Street, subject to conditions stipulated by the applicant as follows:

*"The applicant agrees to provide up to \$50,000.00 toward the proposed C Street Park at the terminus of C Street adjoining the project site. This capped amount is anticipated to be sufficient to complete the on-bank portion of the plan as previously approved by the Petaluma Recreation, Music, and Park Commission, but not the potential fishing pier or floating dock that are intended as future phases.*

*During design and construction of the winery, the Applicant will pay all invoices for design, permitting, materials, and construction of the C Street Park, subject to the City approving payments as consistent with this intent and the Applicant concurring with the City approvals. This concurrence is not to be unreasonably withheld. The total of these payments is not to exceed \$50,000.00.*

*Prior to the issuance by the City of a Certificate of Occupancy for the winery, if the park is not complete and the total payments toward the park have not totaled \$50,000.00, the Applicant will place the remainder of the \$50,000.00*



*in an escrow account to be established at a local bank. Payments from this escrow account shall be made subject to direction from both the City and the Applicant that the payments are consistent with the purpose delineated above. Any funds remaining after the on-bank improvements are complete will be returned to the Applicant.”*

2. Acknowledgement of support for a future floating boardwalk through a dedicated easement to the extent that the boardwalk will cross the property.
3. Installation of a trailside signage program along First Street. See **Attachment E**.

If the Planning Commission finds that the contributions listed above are sufficient alternatives to the continuous loop and public access, the Commission may approve the project as proposed and add a condition of approval relative to the applicant’s financial contribution to the C Street Park. Please note that Staff has already included “Special Conditions of Approval” that will require (a) the trailside signage program to comply with the “River Awareness Policies” of the River Access Enhancement Plan and (b) completion of an easement for the floating boardwalk prior to issuance of a building permit.

Further, if the Planning Commission is supportive of the alternative compliance proposed by the applicant, but would like to ensure that the development also provides enough area at the top of bank to accommodate a future multi-use path, staff recommends that the Commission consider adding the following condition of approval:

*“Prior to issuance of a building permit, the Applicant will provide a conceptual plan showing how the proposed siting of the development does not preclude future development of a multi-use path at top of bank. If the plan shows that the building placement prevents development of a future path, the project will be revised so that it is recessed accordingly.”*

However, if the Commission determines that provision of a Class I pathway along the bank remains the best way to achieve full compliance with the vision of the policy documents, the project could be conditioned to provide a modified layout to include a separated public path that is distinct from the private terrace.

If agreement on an appropriate solution to address policy direction to provide public access along the river frontage remains unreachable, the Planning Commission may continue the item and direct staff to return with a resolution of denial for the project.

### **Architectural Design and Ground Floor Treatments**

As presently designed, the project requires a warrant for maximum building width in a 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 proposed building has a width of 160 feet. Given that the scale of the proposed building is appropriately proportioned to the scale of the existing lot, which is legally non-complying with regard to lot size, Staff supports this warrant request.

The current proposal also requires 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 July 24, 2018, Study Session, the Commission discussed these deviations and encouraged the applicant to improve the C Street façade with more windows, activity generating uses, and to consider an application of alternative frontage treatments such as an arcade or terrace. In response to these comments the applicant has reduced the size of windows on C Street; added a recessed arch into the stucco wall that surrounds two smaller windows; relocated vents; and applied a wooden trellis to the C Street exterior.

Staff does not find these treatments sufficient in responding to the Commission’s direction or in meeting the applicable objectives and policies in the standards for review. Further the reduction in window sizes has intensified, not reduced, a discrepancy with the SmartCode. Staff acknowledges that the light-sensitive on-site wine making activities are located behind the C Street façade. However, staff encourages the Commission to consider additional modifications as conditions of approval to refine the C Street façade to better meet the pedestrian oriented design objectives of the T-5 zoning district and overall Central Petaluma Specific Plan and support the approval of the requested warrant.

## **STAFF ANALYSIS**

### **Required Approvals**

The project requests the following approvals by the Planning Commission:

- Conditional Use Permit to establish a Food and Beverage Production Manufacturing Use (winery), a Bar/Tavern Use (tasting room), and Alcoholic Beverage Sales in the T-5 zoning district.
- Site Plan and Architectural Review for the new construction of the building and site layout, including public improvements along the C Street and First Street frontages.
- In accordance with Central Petaluma Specific Plan, SmartCode §8.10.020(H), the applicant has requested 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:

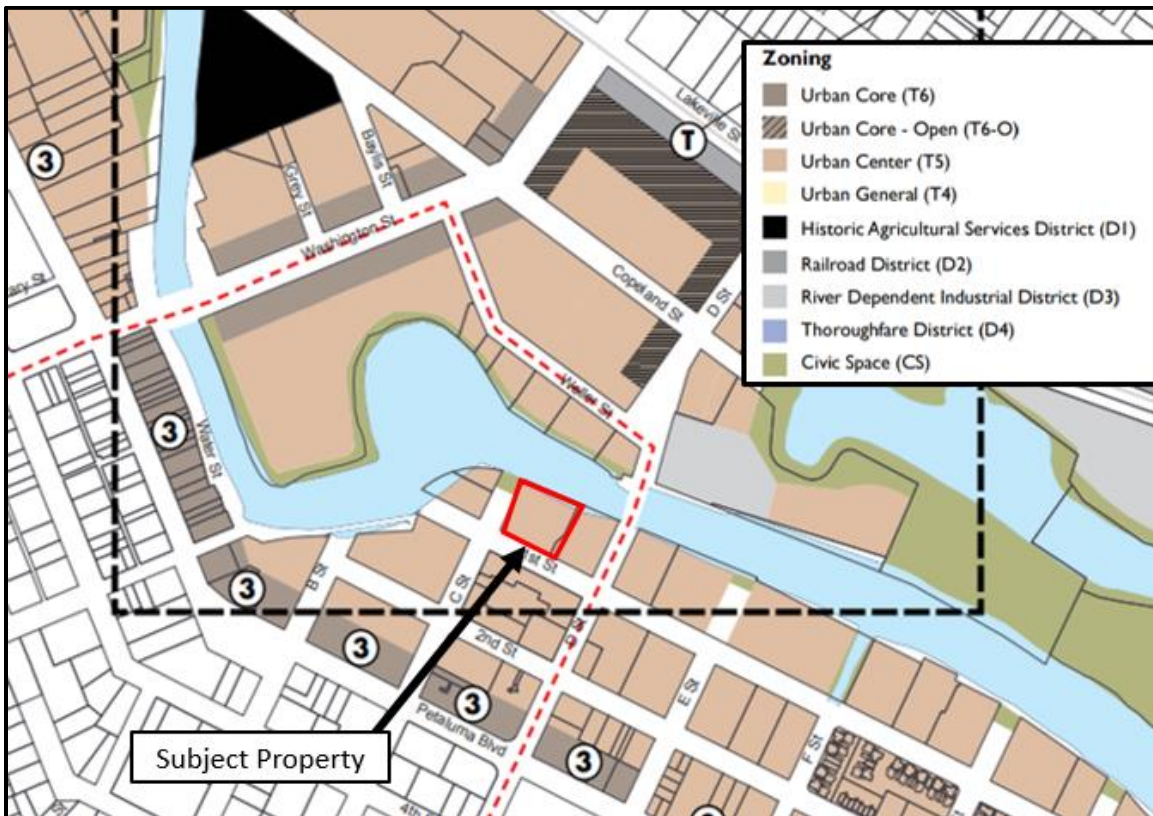
- Petaluma General Plan

- Central Petaluma Specific Plan (CPSP)
- River Access and Enhancement Plan
- Smart Code
- Implementing Zoning Ordinance (§24.030(G) – CUP Standards)
- Implementing Zoning Ordinance (§24.010(G) – SPAR Standards)

A detailed summary of applicable standards is provided below.

### 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 6: 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.*

Policy 1-P-43 Development shall incorporate the River as a major design focal point, orienting buildings and activities toward the River and providing water access, to the extent deemed feasible.

Policy 1-P-44 Develop the Petaluma River as a publicly accessible green ribbon, fronted by streets, paths, access points, and open spaces, by implementing the Petaluma River Access and Enhancement Plan within the context of the Petaluma River Corridor Design Standards.

Policy 1-P-45 Development along the River shall include the creation and maintenance, in perpetuity, of public access sites. Amenities provided may include ramps, steps, docks or other means of access to the water.

*The project treats the River as a major design focal point, by orienting the buildings and activities toward the River and including a private terrace for use as a tasting area and event space. While both the General Plan and Petaluma River Access and Enhancement Plan call for a Class I path along the property's river frontage as a long term objective to complete a public path looping the Turning Basin, the applicant has chosen to pursue a short term solution identified in the latter planning document. This solution places the emphasis of connectivity on the site's C Street and First Street frontages. As noted in the Conditions of Approval, the applicant will also provide an easement for a future floating boardwalk at the front of the subject property.*

### Chapter 2: Community Design, Character and Green Building

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

Policy 2-P-4 Support the continuation of active industry, including river-dependent land uses, within the community to provide a balance of land uses and the maintenance of the river as a working river.

Policy 2-P-12 Support the establishment of pedestrian access to the River, including the provision of a facility to allow launching of small, lightweight waterborne craft.

*The project is consistent with the defined densities and intensities identified in the Mixed Use areas of the General Plan's Land Use Map such that it provides mixed use development within the Urban Growth Boundary. Further, the proposal includes an industrial land use that reflects the City's growing wine industry. Finally, as noted above, the project includes conditions of approval that will facilitate future pedestrian access to the River.*

#### Chapter 5: Bicycle and Pedestrian Circulation (Petaluma Bicycle and Pedestrian Plan)

Policy 5-P-20 Ensure that new development provides connections to and does not interfere with existing and proposed bicycle facilities.

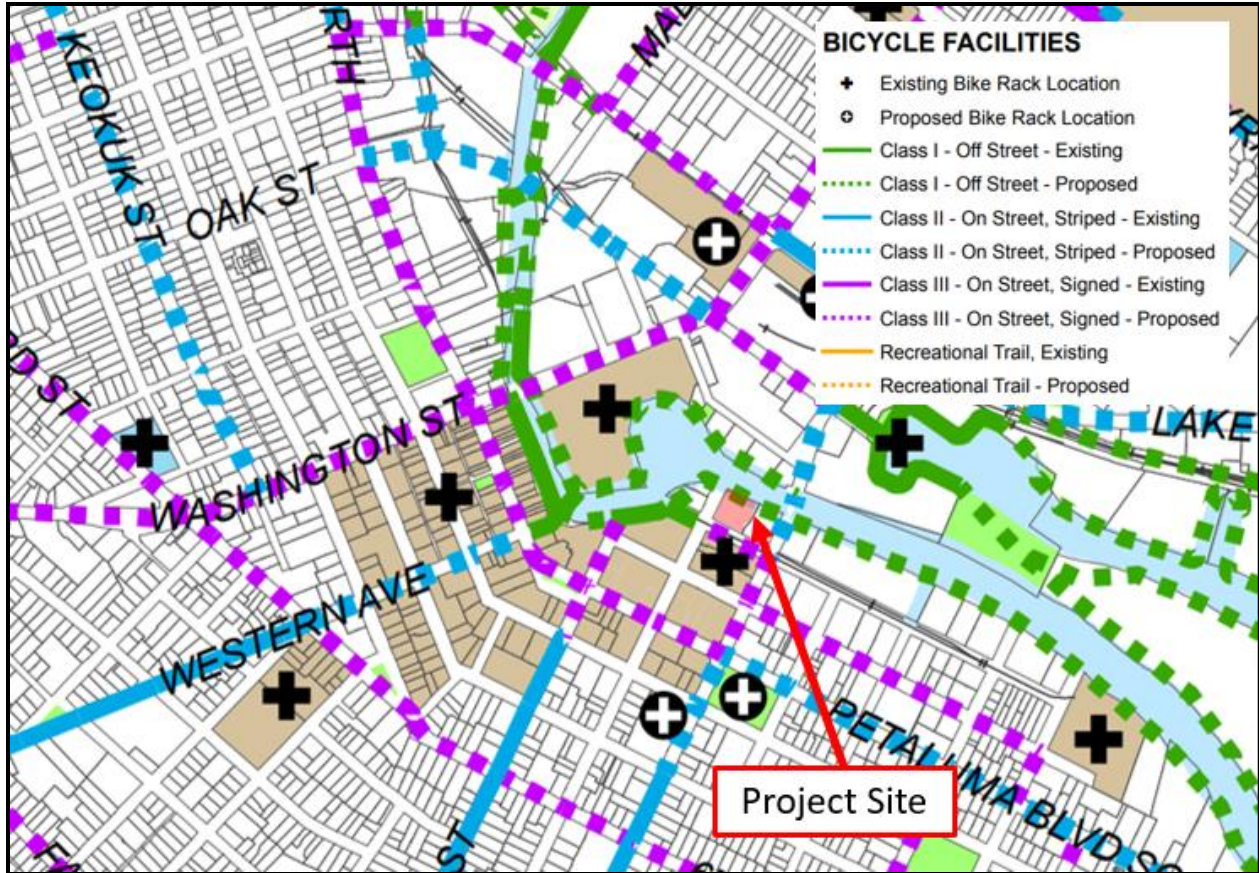
Policy 5-P-22 Preserve and enhance pedestrian connectivity in existing neighborhoods and require a well-connected pedestrian network linking new and existing developments to adjacent land uses.

Policy 5-P-23 Require the provision of pedestrian site access for all new development.

Policy 5-P-26 Require all new development and those requiring new city entitlements with "frontage" along creeks and the river to permit through travel adjacent to creeks and the river with access points from parallel corridors spaced at minimum intervals of 500-1,000 feet.

*The Petaluma Bicycle and Pedestrian Plan, **Figure 7** below, calls for a Class I bicycle path along the project site's river frontage and a Class III bicycle route along the project site's First Street frontage. The General Plan defines a Class I bikeway as completely separated from motor vehicle traffic and notes that a sidewalk bicycle path would not be considered a Class I facility unless properly designed and separated from the roadway by an appropriate buffer. A Class III bicycle routes are designated by signs only - cyclists share the travel lane with motor vehicle traffic on these routes.*

*The project will not interfere with the development of a Class III route as the proposal only addresses sidewalk improvements along First Street and does not otherwise prevent establishment of a future route. However, as currently designed, the project may preclude development of a Class I bicycle path along the river frontage. To address this concern, the Conditions of Approval require the applicant to provide an easement that will support the future completion of a floating dock across the subject property.*



**Figure 7: General Plan Figure 5-2 (Proposed and Existing Bicycle Facilities)**

Chapter 9: Economic Health and Sustainability

Policy 9-P-12 Maintain and expand Downtown as a hub of commercial and retail activity with residential opportunities.

Policy 9-P-13 Plan and locate retail uses appropriately to their types and the sites available.

Policy 9-P-16 Strengthen existing retail concentrations.

Policy 9-P-18 Strengthen the tourism sector.

*The project contributes to the economic health and sustainability of the City by expanding commercial and retail activities on the subject site. Although the proposed industrial nature of the winery requires a conditional use permit, the site's location and intensity is appropriate and will facilitate a transition between Downtown and the Riverfront Warehouse District. Further, the scale of the winery and available event space will serve as a local and regional destination, enhancing Petaluma's tourism appeal and thereby strengthening existing retail uses. Finally, the project is a direct reflection of a local business's success and desire to expand their operations within the City.*

## Central Petaluma Specific Plan (CPSP)

The project site is within the Central Petaluma Specific Plan's Turning Basin (West) District. The CPSP encourages the development of retail, entertainment, visitor lodging, and office uses in the Turning Basin West area with the intent that new uses will revitalize the segment of the waterfront between downtown and the Riverfront Warehouse District. The T5 Zone reinforces this effort as it is generally characterized by higher density mixed use buildings that accommodate retail, offices, rowhouses and apartments.

The following CPSP policies, both specific to the Turning Basin (West) District and citywide, apply to the proposed project. Staff's consistency analysis is provided in *italics* after each policy.

### Land Use Goals

- Goal 1 Support existing viable uses and provide for new uses that complement and complete the urban fabric.
- Goal 2 Provide for a mix of new uses.
- Goal 3 Encourage intensification appropriate in the area's central location.
- Goal 4 Encourage flexibility in building form and in the nature of activities to allow for innovation and the ability to change over time.
- Goal 5 Orient activities to the Petaluma River.

*As previously noted in the General Plan findings, the project will complement existing uses and the urban fabric through its built form and mix of industrial and commercial activities. The proposal features a private terrace that will orient site activities to the Petaluma River and the proposed frontage treatments, in concert with the Conditions of Approval, will enable public access and engagement along the riverfront.*

### 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.*

### Community Design

- Goal 1 Enhance Central Petaluma's identity and unique sense of place.
- Goal 3 Strengthen linkages to and along the river and to other districts of the city.

Goal 4 Enhance the livability of Central Petaluma.

Goal 5 Establish a pedestrian scale within the public realm.

*As noted in the CPSP, Petaluma's identity includes a unique blend of urban and industrial activities. The project is a direct reflection of that blend and appropriately contributes to Petaluma's sense of place. The proposed development will also strengthen linkages to and along the river, as well as, neighboring districts by strengthening linkages to and along the river, as well as to other districts through a well-designed pedestrian realm along First and C Streets.*

#### Public Space and River Access

Goal 1 Establish a continuous and interconnected system of public spaces along the river.

Goal 7 Complete a recreational loop on both sides of the river, including multiple gathering areas of various sizes.

Goal 8 Enhance the public space character of city streets.

*As previously noted, the project proposes an easement that will enable completion of a recreational loop and will enhance the pedestrian realm along both its C Street and First Street frontages. The project does not incorporate a Class I path along its river frontage, but will complete a recreational loop through frontage improvements on C and First Street.*

#### Public Space and River Access – Turning Basin Area

Objective 1 Create a sequence of public spaces flanking both sides of the Turning Basin.

Policy 1.1 Establish a band of public space around the Turning Basin

*See comments above.*

#### Circulation

Objective 3 Improve pedestrian and bicycle circulation.

Policy 3.3 Establish a pedestrian-oriented promenade around the Turning Basin.

Policy 3.6 Enhance street landscaping and design to improve the environment for pedestrians and bicyclists.

*See comments above.*

#### Flooding and Noise

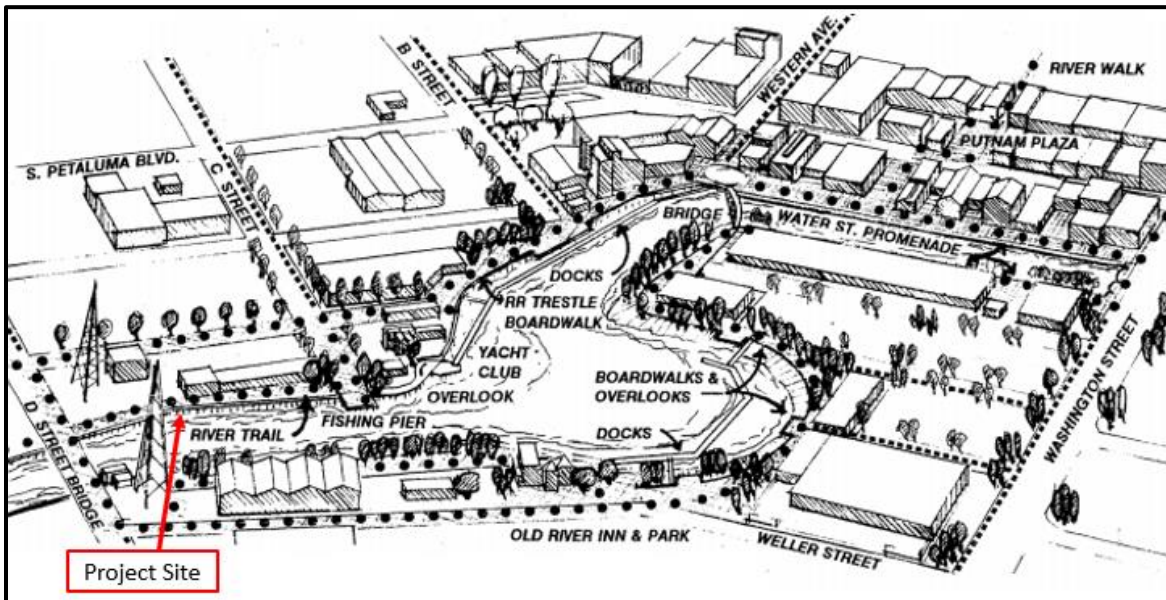
Policy 1.1 Require that new development in the 100-year floodplain incorporate adequate mitigation to protect property from flood damage.



*The project is elevated above the floodplain.*

### 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 8: Turning Basin Loop**.



**Figure 8: 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.*

Goal 5: Expand public access to and awareness of the river.

Objective 5.1 Establish a continuous pedestrian and bicycle trail system as designated in this plan.

Objective 5.2 Create a continuous trail as soon as possible.

Objective 5.6 The trail alignment shall maximize opportunities for access to complementary land uses (such as commercial, retail, offices, parks and recreational uses).

*The River Access and Enhancement Plan encourages completion of a continuous Turning Basin Loop. Additionally, the plan also provides for short term route divergences from the river banks in an effort to limit potential conflicts between trail users and sensitive natural features, active industrial operations, busy road crossings, and residential areas. However, the Plan also directs such trail diversions from the river to enhance awareness of the very riverfront activities that cause the diversion. Given that the proposed development applies a short-term solution to the implementation of the Turning Basin loop, the Conditions of Approval will require the project to include trailside signage that complies with the following 'River Awareness Policies' of the Plan:*

*Policy 1: Provide an integrated system of trailside signage, exhibits and other interpretive facilities at resting areas, staging areas, overlooks, significant natural and cultural features and historically significant sites.*

*Policy 2: Exhibits should be simple, direct, and include lively, illustrative graphics/maps with a minimum of complicated text.*

*Policy 3: Exhibits should be compatible with the landscape and the information being presented.*

*Policy 4: All exhibits should be vandal resistant.*

Goal 8: Preserve the economic viability of property within the river corridor

Objective 8.1 Treat the river as the dominant element in shaping the character and image of new development along the river.

Objective 8.2 Expand awareness and enjoyment of the river through building and site design.

Objective 8.3 Wherever feasible, encourage view corridors between public streets and the river.

Objective 8.4 Integrate public access routes, as proposed by this plan, with new development.

*The project treats the river as the dominant element in shaping the development proposal. To ensure that the awareness and enjoyment of the river is accessible to*

*both private and public activities, the Conditions of Approval will require that the proposed development will include an easement along the property's river frontage that enables future installation of floating docks, as well as a trailside signage program along the First Street frontage.*

Chapter 3.6 Downtown Segment

- Policy 1 Provide a continuous banktop loop trail around the Turning Basin with pedestrian amenities such as benches and interpretive signage.
- Policy 1d Provide a short-term continuous loop trail around the Turning Basin along First Street, between "C" and "D" Streets.
- Policy 1e In the longer term expand the loop trail by: "Constructing a riverside boardwalk that connects the fishing dock at the end of "C" Street to the Industrial Warehouse Segment (past the PG&E Electrical substation to the other side of 'D' Street"
- Policy 16 Stengthen and broaden physical relationships between the river and the downtown
- Policy 16a To the extent possible, require all future riverfront development and redevelopment to have entrances, windows, balconies, patios, and other exterior features that relate directly to the waterfront and areas of public access.
- Policy 16b To the extent possible, require that all future riverfront development and redevelopment on this river segment include active interior areas which are oriented to the river, such as overlooks, offices, conference rooms, entrance areas, etc.
- Policy 16c Promote new development, redevelopment and activities that will add vitality and pedestrian activity along the river.
- Policy 16d Encourage future new development or redevelopment of riverfront properties to provide pedestrian and visual connections between the street and the river.

*As proposed, the project will contribute to a continuous banktop loop trail around the Turning Basin, including benches and interpretive signage through the short-term implementation objectives. The project also includes a condition of approval that will require an easement for floating docks along the property's river frontage.*

## Smart Code

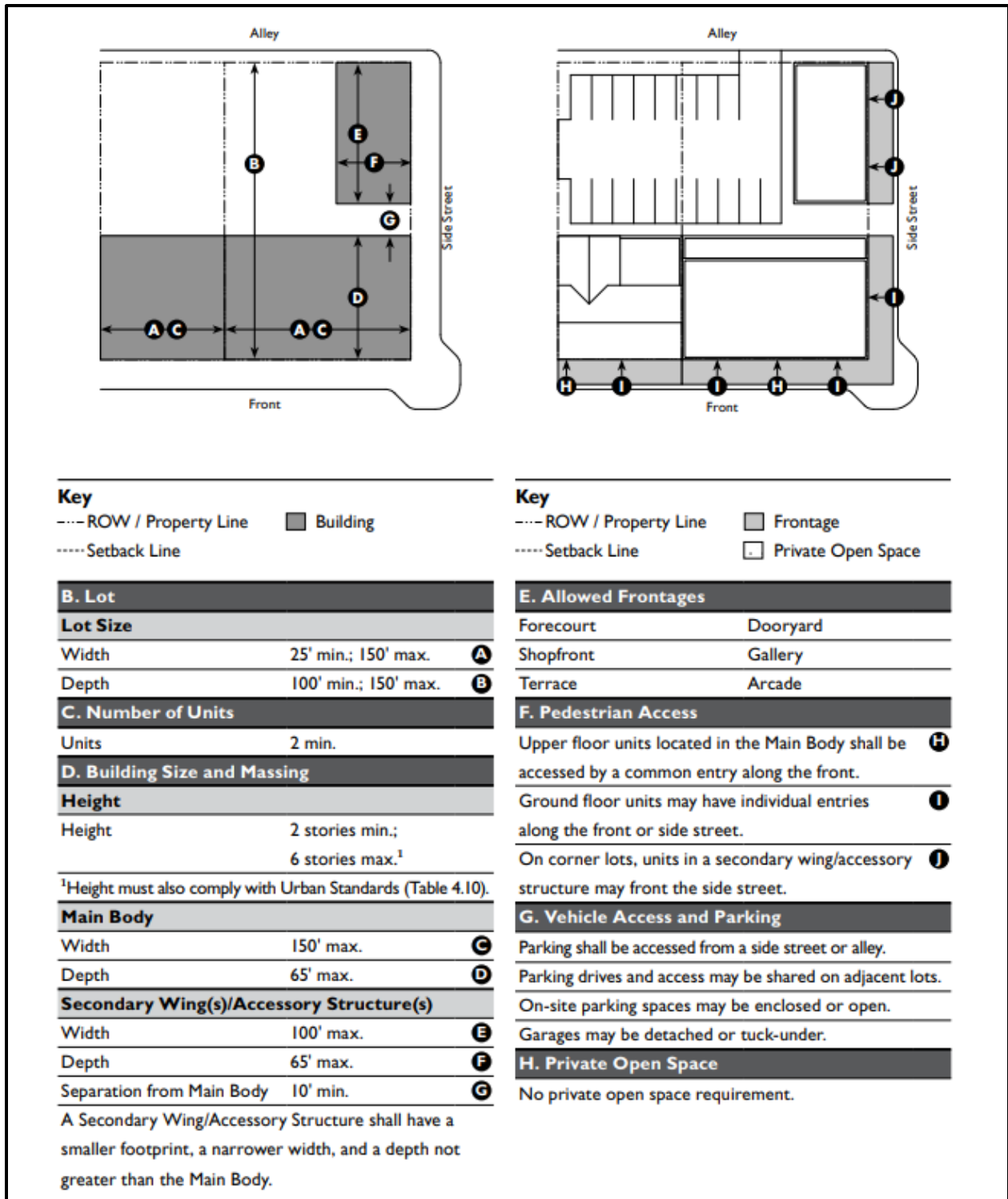
The project site is within the T5 (Urban Center) Transect Zone of the Petaluma SmartCode. The T5 is generally characterized by higher density mixed use buildings that accommodate retail, offices, rowhouses and apartments. The the project is in general compliance with the T5 Zone Development Standards 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 160 feet wide by 118.5 feet deep, this exceeds the maximum building footprint allowed. As noted above, 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 9: Main Street Building Standards**)

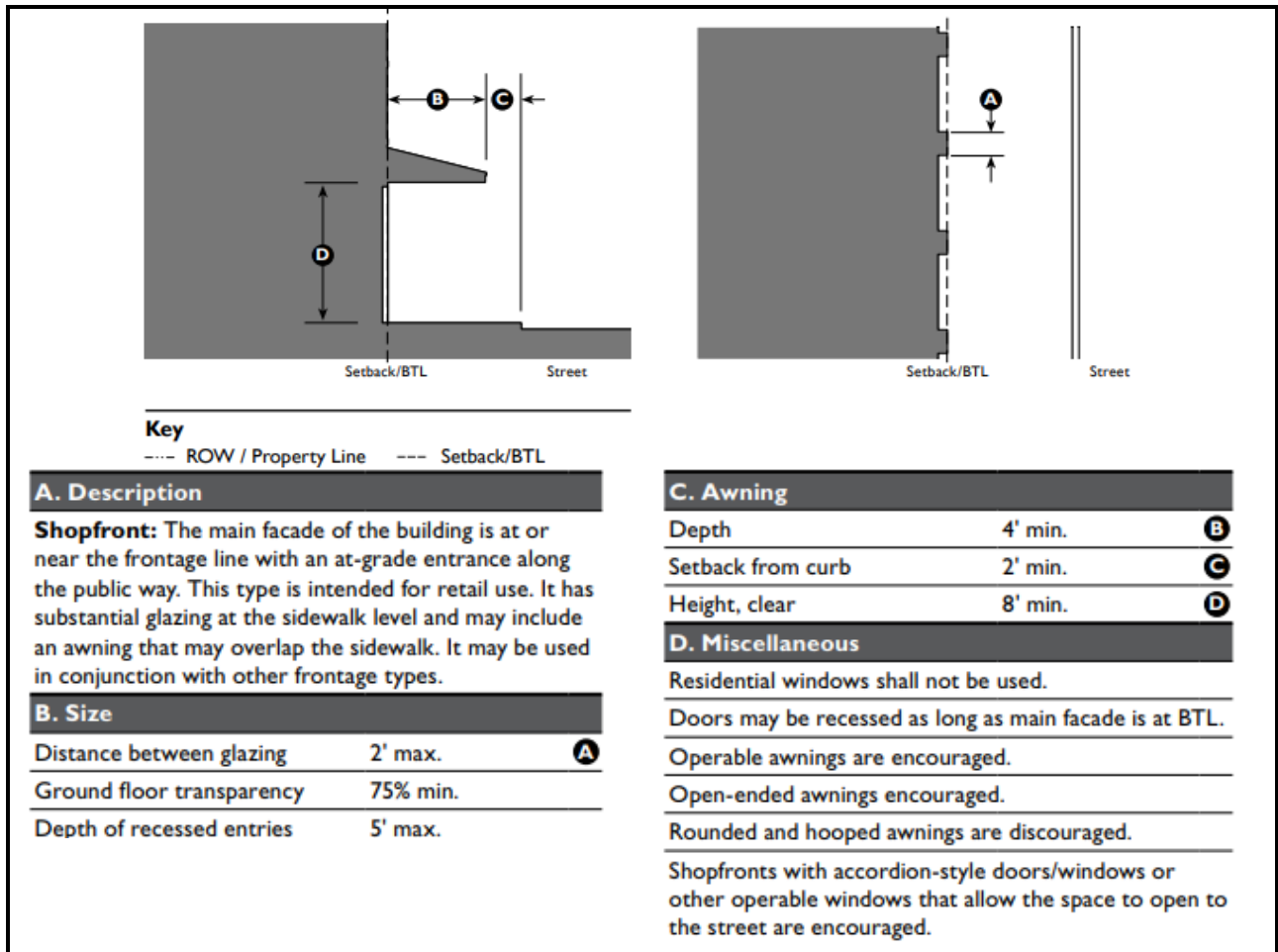
Projects that propose a Main Street Building type must choose from the following private frontage typologies, each of which has its own set of individual standards: Forecourt, Dooryard, Shopfront, Gallery, Terrace and Arcade. The project proposes a Shopfront typology, which is described in SmartCode 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.

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. Staff recognizes that the proposed industrial use conflicts with the project's self-elected shopfront design typology and encourages the Commission to consider requiring a condition of approval that would require more glazing on the ground floor. (See **Figure 10: Shopfront Standards and Examples**)



**Figure 9: Main Street Building Standards**



**Figure 10: Shopfront Building Standards and Examples**

**Implementing Zoning Ordinance (§24.030(G) – CUP Standards)**

The standards in Section 24.030.G, which govern the scope of Planning Commission review for the Conditional Use Permit. Staff analysis is included in *italics* below.

1. The siting of the building or use, and in particular:
  - a. The adequacy of the site to accommodate the proposed use or building and all related activities.

*The subject property is larger than the standard T5 lot size and adequate to accommodate the extent of the proposed winery and tasting room uses. Furthermore, the winery production activities are limited to less than 5,000 gross square feet and will not detract from the commercial nature of surrounding Downtown activities.*

- b. The location and possible screening of all outdoor activities.

*The project's outdoor activity area, the riverfront terrace, is appropriately located and screened. Further, the conditions of approval restrict outdoor amplification systems, unless approved as a Limited Term Permit per SmartCode §8.10.030*

- c. The relation of the proposed building or use to any adjoining building with attention to protection of outlook, light, air, and peace and quiet.

*The project is anticipated to have minimal effects on adjoining properties. The proposed building is two stories, a height that is not expected to interfere with the protection of outlook, light and air. Additionally, the site is not adjacent to residential uses and will operate during typical business hours; and therefore, should not unreasonably interfere with the peace and quiet of adjoining buildings. Special events that occur outside of the tasting room hours (11AM to 7PM daily), include outdoor amplified music or involve more than 75 people are subject to special conditions of approval and may require review and approval as a Limited Term Permit per SmartCode §8.10.030.*

- d. The location and character of any display of goods and services and the size, nature, and lighting of any signs.

*All signage for the proposal will be subject to the Commercial Signage Standards of SmartCode §4.90.*

- e. The intensity of activity.

*As noted previously, the proposed winery, tasting and event activities are appropriate in scale and intensity. The winery use requires a larger building which is consistent with the scale of the existing lot and the industrial nature of the site facilitates a transition between Downtown and the Riverfront Warehouse District. Further, the combination of commercial and industrial activities as a mixed-use development, especially located along the river, is encouraged by the City's guiding plans.*

2. Traffic circulation and parking, and in particular:

- a. The type of street serving the proposed use in relation to the amount of traffic expected to be generated.

*The proposed project has frontage on C Street and First Street, will provide 14 on-site vehicle parking spaces and will have access to 18 on-street parking spaces. The proposal is also directly across from a multi-story commercial parking garage. Visits to the winery will occur intermittently throughout the day, typically by individuals and small parties who will park within the immediate vicinity. Pick up/drop off for larger groups will occur within the site's parking area and larger vehicles such as limos and buses will wait off-property. Furthermore, the project is subject to conditions of approval for vehicular trip management as recommended in the May 9, 2018, Traffic Study prepared by W-Trans.*

- b. The adequacy, convenience, and safety of provisions for vehicular access and parking, including the location of driveway entrance and exits.

*Adequate, convenient, and safe provisions are provided for vehicular access and parking are incorporated into the proposed project, including appropriate placement of a driveway*

*on First Street.*

- c. The amount, timing, and nature of any associated truck traffic.

*Associated truck traffic related to manufacturing and grape deliveries will occur on-site and not impede traffic on adjacent streets. A condition of approval requires that truck deliveries must occur outside of the operating hours of the tasting room to further minimize peak hour trips.*

- 3. The compatibility of the proposed building or use with its environment, and in particular:

- a. The number of customers or users and the suitability of the resulting activity level to the surrounding uses and especially to any neighboring uses of unusual public importance such as schools, libraries, playgrounds, churches, and hospitals.

*The project is suitably located among neighboring retail, commercial and utility uses. Further, any increase to the number of customers or users, resulting from special events, will be accommodated by the site's immediate location to a commercial off-street parking garage and regional public transportation.*

- b. Hours of operation.

*The proposed hours of operation for the winery are 8AM to 5PM Monday through Friday, with production activities occurring from 6AM to 3PM. The tasting room hours of operation are 11AM to 7PM, daily. Given the nature of the surrounding uses, these hours are appropriate. As noted in the Conditions of Approval there will be no amplified or live music between the hours of 10:00PM and 9:00AM unless a Special Event (Limited Term) Permit is obtained from the City of Petaluma.*

- c. Adequacy of provisions for the control of any off-site effects such as noise, dust, odors, light, or glare, etc.

*No significant off-site effects from the proposed uses are anticipated such as noise, dust, odors, light, or glare. The project incorporates design features to address specific off-site effects through the use of downcast hooded lighting, landscaping, and fences.*

- d. Adequacy of provisions for protection of the public against any special hazards arising from the intended use.

*The project does not pose any special hazards to the public arising from the intended use but will be subject to standard conditions of approval such as hours of operations, odors, and dust.*

- e. The proportion of total space utilized.

*The distribution of the proposed uses is appropriate proportioned throughout the proposed building.*

- 4. The expected duration of the proposed building, whether temporary or permanent, and the setting of time limits when appropriate.



*The proposed development is permanent, and the setting of time limits is not necessary to minimize impacts from this use.*

5. The degree to which the location of the particular use in the particular location can be considered a matter of public convenience and necessity.

*As previously noted, the proposed use is appropriately located to serve both City residents, employees and visitors. The development of the site and its contribution to public realm improvements establish the project as a matter of public convenience and necessity.*

### **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 note worthy 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 August 30, 2018 and mailed to all property owners and occupants within 1,000 feet of the subject property. On August 26, 2018, two signs were also posted on the subject property notifying the general public of a Planning Commission hearing on this project.

Staff received one letter submitted prior to the July 24, 2018 Study Session, which raised concerns relative to traffic impacts, insufficient parking, the overall size of the building and its lack of ground floor retail, the lack of context for the proposed architectural style, and the extent of consideration for safety given to the potential C Street Pocket Park improvements. A second letter, received after the Study Session, from a resident of the immediate neighborhood who expressed frustration that the project does not contribute to the River Walk; whereas other properties have been required to provide access. A third letter was received expressing concern that the Adobe Road Winery may not be the right project for the site if the appropriate river access was not incorporated. All three letters are included as **Attachment F**.

## **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 C** for the Categorical Exemption determination.

**ATTACHMENTS**

- A: Draft Resolution for Conditional Use Permit
- B: Draft Resolution for SPAR and Warrant Requests
- C: Categorical Exemption
- D: Project Plans
- E: River History Murals
- F: Public Comment Letters