

M E M O

To: Planning Commission

From: David Goodison, Planning Director

Re: Review, discussion, and possible action on an application for Use Permit to reconfigure and expand the Sonoma Cheese Factory, located at 2 West Spain Street, as a multi-tenant market place, including consideration of potential related improvements to the Casa Grande Parking lot to improve parking and pedestrian and transit access.

Site Description and Environs

The subject property consists of two parcels on the north side of the Sonoma Plaza, mid-block on Spain Street. The two parcels, which create an L-shaped site, have a combined area of approximately of 20,335 square feet. The properties are currently developed with the Sonoma Cheese Factory building. The original structure was built in 1945 to provide production, retail space, and offices for the Sonoma Cheese Factory. Various additions have been made to the building over time and it has an area of 11,397 square feet. Cheese production ceased on the site in 2001. Currently, it is used as a retail and restaurant space, including a wine tasting component, although significant portions of the building are vacant or underutilized. The property is located within the city limits of Sonoma and it has a General Plan land use designation of Commercial. The Commercial land use designation is intended to provide areas for retail, hotel, service, medical, and office development, in association with apartments and mixed-use developments and necessary public improvements.

The property has a base zoning designation of Commercial and is located within the Historic Overlay zone and the Plaza Retail Overlay zone. Adjoining uses are as follows:

North: Casa Grande Parking Lot, a surface parking lot owned by California State Parks and part of the Sonoma State Historic Park.

South: Sonoma Plaza (across Spain Street).

East: The Sonoma State Historic Park (with features including the Servants Quarters, the Barracks, and the Toscano Hotel).

West: Restaurants and other commercial uses.

The Casa Grande parking lot is part of the Sonoma State Historic Park. It is a surface lot with an area of 3.23 acres (including paved parking and a vacant area used for overflow parking) and is currently configured to provide approximately 142 parking spaces, which are currently available for general public use. The City of Sonoma is currently in negotiations with State Parks to re-implement a long-term lease of the parking lot that would enable the City to improve it, including by expanding its parking capacity.

Background/Previous Approvals

On November 13, 2014, the Planning Commission considered an application to reconfigure the interior of the Sonoma Cheese Factory to allow a multi-tenant marketplace featuring locally sourced artisan foods, cheeses, bake goods, wine, coffee, and other related food and non-food products. The Planning Commission voted unanimously to approve a Use Permit for the Phase I improvements, which allowed

for a reconfiguration of the interior space of the Sonoma Cheese Factory and called for demolition of a rear building element to facilitate the creation of a pedestrian walkway and courtyard, located along the west side of the site linking the Casa Grande parking lot and Plaza. In addition, the Planning Commission directed that a parking credit for areas of demolition, in the amount of one space per 300 square feet of gross floor area removed, could be preserved and applied to future building additions/expansion. Furthermore, the Planning Commission recognized the existing amount of seating associated with food serving activities (103 seats) as grandfathered in with respect to parking requirements.

In July 2015, the Planning Commission reviewed project Phases II and III so that the development could be constructed as a unified project. In addition to those improvements approved under Phase I, the Phases II and III included additional demolition and replacement floor area at the back of the structure to accommodate a new restaurant, and a new, ±1,900-square foot building in the northwest portion of the site that would accommodate cheese aging, food service, and sales. In total the project would increase the gross commercial floor area on the site by ±2,240 square feet (from 11,397 to 13,635 square feet) and accommodate eleven retail food/beverage purveyors and restaurant uses. The building façade of the original Sonoma Cheese Factory building would remain unchanged. The Use Permit for the unified project was unanimously approved by the Planning Commission.

Development Concept

The current proposal retains the basic concept of renovating the Cheese Factory as a multi-tenant marketplace featuring locally-sourced artisan foods, cheeses, baked goods, wine, coffee, and other related food and non-food products. However, it includes the following additional elements:

- Although the Plaza-facing element of the Cheese Factory building, which has been found to be historically-significant, would be retained, the building elements behind it would be removed and replaced. The new construction would enable architectural enhancements that would improve the visual compatibility of the rear portion of the Cheese Factory with adjoining historic buildings on the State Parks property.
- A sub-floor space with an area of 10,065 square feet was proposed. This space would be used to showcase cheese aging and as a wine shop and wine bar.
- The existing pedestrian walkway along the east side of the site, connecting the Plaza to the Casa Grande parking lot, would be widened and enhanced in order to improve the visual context of the both the Cheese Factory and the State Park.

The project proposed to increase building area on the site by 13,603 square feet, for a total of 25,000 square feet. Two restaurant tenant spaces are proposed, with combined seating of 63 indoor seats and 16 outdoor seats. However, in light of the food sales orientation of the Project, there would be seating throughout the building, totaling 223 indoor seats and 72 outdoor seats (including the restaurant seating and a basement level wine bar area).

Recent Revisions to the Project

In response to concerns raised by State Parks regarding potential impacts associated with the construction of the basement level on the nearby historic Servants' Quarters building (an unreinforced adobe structure), the applicants agreed to eliminate the basement level area, thereby reducing the proposed new building by 10,065 square feet. Other changes made in the course of discussions with State Parks include: 1) a reduced height limit for the parapet element associated with the new building addition

adjoining the Servants' Quarters building; 2) additional protective measures to address construction issues (including enhanced measures to address the potential discovery of cultural resources); 3) requirements for consultation with State Parks during the design review phase of the project to ensure compatibility with respect to colors, materials, and other design aspects; and, 4) a requirement for a maintenance agreement establishing procedures for cleaning and maintaining the patio/walkway adjoining the Servants' Quarters in a manner that protects the historic resource. These changes and others are highlighted in the attached conditions of approval/mitigation monitoring program and are further discussed under the topic of "Environmental Review", following.

General Plan Policy Directions

The Project site has a land use designation of "Commercial". As set forth in the General Plan, the Commercial designation is intended to "... provide areas for retail, hotel, service, medical, and office development, in association with apartments and mixed-use developments and necessary public improvements. Schools, day care facilities, fire stations, post offices, emergency shelters, and similar activities may be allowed subject to use permit review." Project consistency with applicable General Plan policies is summarized in the following table:

Summary of General Plan Policy Consistency	
General Plan Policy	Analysis
Community Development Element	
Require pedestrian and bicycle access and amenities in all development. (CD 4.4)	The Project will assist in the creation of a pedestrian connection linking the Plaza with the Casa Grande parking lot and Depot Park.
Protect important scenic vistas and natural resources, and incorporate significant views and natural features into project designs. (CD 5.3)	As discussed in Section 1 of the Initial Study, the Project will not have a significant impact on scenic vistas.
Preserve and continue to utilize historic buildings as much as feasible. (CD 5.4)	The proposed project will renovate a historic structure and would continue its historic association with cheese-making.
Local Economy Element	
Focus on the retention and attraction of businesses that reinforce Sonoma's distinctive qualities – such as agriculture, food and wine, history and art – and that offer high-paying jobs. (LE 1.1)	The Project would highlight local agriculture and food production. The Project's focus on higher-end food products would tend to support higher paying jobs compared to other forms of retail development. In addition, the Project would preserve and enhance a historically-significant structure.
Encourage the continued production of agricultural commodities within the city and local-serving agricultural marketing opportunities. (LE 1.4)	The Project will provide retail opportunities for locally produced food products.
Preserve and enhance the historic Plaza area as a unique, retail-oriented commercial and cultural center that attracts both residents and visitors. (LE 1.8)	The Project will preserve and renovate a historic building and provide a unique retail environment serving both residents and visitors.
Environmental Resources Element	

Preserve habitat that supports threatened, rare, or endangered species identified by State or federal agencies. (ER 2.2)	As discussed in Section 4 of the Initial Study, the Project site does not support any threatened, rare, or endangered species identified by State or federal agencies.
Protect and, where necessary, enhance riparian corridors. (ER 2.3)	As discussed in Section 4 of the Initial Study, the Project site does not support any riparian corridors.
Protect Sonoma Valley watershed resources, including surface and ground water supplies and quality. (ER 2.4)	As discussed in Section 9 of the Initial Study, the Project will not have a significant impact on groundwater resources.
Require erosion control and soil conservation practices that support watershed protection. (ER 2.5)	The Project will incorporate erosion control and soil conservation practices that support watershed protection (see Section 4 of the Initial Study).
Preserve existing trees and plant new trees. (ER 2.6)	There are no significant trees on the site as defined in the City’s Tree Ordinance (SMC 12.08).
Require development to avoid potential impacts to wildlife habitat, air quality, and other significant biological resources, or to adequately mitigate such impacts if avoidance is not feasible. (ER 2.9)	The Project would have no impact on biological resources. In addition, a Mitigation Measure has been identified to reduce potential impacts on Air Quality to a less-than-significant level (see Section 3 of the Initial Study).
Encourage construction, building maintenance, landscaping, and transportation practices that promote energy and water conservation and reduce greenhouse gas emissions. (ER 3.2)	The Project allows for roof-top solar panels and would implement low-water use landscaping and the use of sustainable building materials. The Project complies with applicable local policies aimed at reducing greenhouse gas emissions (see Section 7 of the Initial Study).
Circulation Element	
Ensure that new development mitigates its traffic impacts. (CE 3.7)	By eliminating the 10,065-square foot basement level, the Project would avoid significant traffic impacts.
Public Safety Element	
Require development to be designed and constructed in a manner that reduces the potential for damage and injury from natural and human causes to the extent possible. (PS 1.1)	The Project will not be constructed within a flood zone. The Project will be constructed in accordance with seismic safety standards and will include a fire sprinkler systems.
Ensure that all development projects provide adequate fire protection. (PS 1.3)	
Noise Element	
Apply the following standards for maximum Ldn levels to citywide development: 65 Ldn: For outdoor environments around commercial and public buildings (libraries and churches).. (NE 1.1)	As discussed in Section 12 of the Initial Study, the Project was evaluated in accordance with the Noise Assessment Guide. The Project will comply with State and local noise standards, subject to required mitigation addressing construction noise.
Evaluate proposed development using the Noise Assessment Guide and require an acoustical study when it is not certain that a proposed project can adequately mitigate potential noise impacts. (NE 1.4)	

The proposed Project uses, all of which are retail-oriented, are consistent with the Commercial land use designation and, as shown through the preceding analysis, the Project is consistent with applicable General Plan policies, including those intended to mitigate or avoid environmental impacts.

Consistency with Development Code Standards

Commercial Zone: The property is located within a Commercial (C) zoning district, which is applied to areas appropriate for a range of commercial land uses including retail, tourist, office, and mixed-uses. With more than three retail vendors/tenants, the marketplace falls under the definition of a shopping center and is therefore subject to review and approval of a Use Permit by the Planning Commission. In addition, restaurant uses and other businesses that prepare and sell food/beverages are subject to review and approval of a Use Permit by the Planning Commission.

Development Standards: Project consistency with the development standards associated with development in the Commercial Zone within the Downtown District is summarized in the table below.

Summary of Development Code Compliance: Development Standards		
Development Feature	Development Code Allowance (SMC Chapter 19.32, Table 3-24)	Project
Building Setbacks	Front/Streetside: 0 ft; Side: 0 ft.; Rear 0 ft	Front/Streetside: 0 ft; Side: 0-23 ft.; Rear 10 ft
Floor Area Ratio	2.0	1.23
Building Coverage	100%	73%
Maximum Roof Height	30 feet	20-24 feet
Open Space	1,830 sq. ft.	5,400 sq. ft.
Parking	12 off-street spaces required, based on net increase in building area of 3,538 square feet.	Proposes to pay in-lieu fee, pursuant to Section 19.48.050.C of the Development Code.

As shown in the preceding Table, the Project is substantially consistent with the applicable standards and requirements of the Development Code, contingent upon the City Council's acceptance of the payment of a parking in-lieu fee, as allowed for in Section 19.48.050.C of the Development Code.

Parking: As a building fronting the Plaza, the existing Cheese Factory building qualifies for a parking credit, as established in Section 19.48.040.F of the Development Code, which translates to 38 parking spaces. In the review of the previous development proposal, the Planning Commission agreed to apply this credit to replacement building area. In addition, the Planning Commission agreed to recognize the existing 103 restaurant seats associated with the current use as grandfathered in. The Table below sets forth the parking requirement that would normally be applied to the Project, based on these previous directions and with the removal of the previously proposed basement level:

Parking Requirements Based on Previous Commission Direction		
Use Type	Building Area/Seating	Parking Requirement
Main Floor Retail	13,856 square feet	46 spaces
Restaurant	63 indoor seats	16 spaces

Storage/Back of House	1,079 square feet	5 spaces
Total		67 spaces
Parking Credits		64 spaces
Difference		-3 spaces

A more conservative approach would be to calculate the off-street parking requirement based on the net new building area of the project and applying the retail parking ratio of one space for every 300 square feet of building area. This approach results in parking requirement of 12 spaces.

No on-site parking is proposed in conjunction with the building expansion associated with the proposed Project. However, Section 19.48.050.C. of the Development Code, provides for the option of paying an in-lieu parking fee, subject to the review and approval of the Planning Commission and the City Council. This section reads as follows:

In-Lieu Parking Fee. A portion of all of the parking spaces required for a commercial use need not be provided by the use if an in-lieu fee is approved by the planning commission and contributed by the developer to a parking improvement trust fund. The amount of the fee and time of payment shall be established by resolution of the city council. As a result of participating in the support of a public parking facility, an owner or developer may receive a reduction in the total number of parking spaces required based on the number of spaces purchased in the public parking facility and subject to approval by the commission.

The proposed Conditions of Approval/Mitigation Monitoring Program would require the payment of an in-lieu fee, subject to the review and approval of the City Council. Based a parking requirement of 12 spaces, the proposed in-lieu fee is set at \$60,000. These funds would be used by the City to contribute to the development of a minimum of 12 parking spaces within the downtown area or a comparable improvement in parking availability as approved by the City Council.

Bicycle Parking: Bicycle parking is required in all new commercial development, subject to review and approval by the Planning Commission and the Design Review and Historic Preservation Commission. Bicycle parking will be required and provided as set forth in the Conditions of Approval/Mitigation Monitoring Program.

Residential Component: Because the subject property is less than one-half acre in size, a residential component is not required.

Historic Overlay Zone: The site is located within the Historic Overlay Zone. At the time of site design and architectural review, this means that the following additional findings must be made in conjunction with design review approval:

- A. The project will not impair the historic character of its surroundings;
- B. The project substantially preserves the qualities of any significant historic structures or other significant historic features on the site.
- C. The project substantially complies with the applicable guidelines set forth in Chapter 19.42 SMC (Historic Preservation and Infill in the Historic Zone).
- D. The project substantially complies with any applicable preservation plan or other guidelines or requirements pertaining to a local historic district as designated through SMC 19.42.020.

As set forth in the Initial Study and in the attached Resolution for project approval, the proposed Project substantially complies with the guidelines for infill development set forth in the *Downtown Sonoma Historic Preservation Design Guidelines*, adopted by the City Council in March 2017. These guidelines are explicitly based on the Secretary of Interior Guidelines for Historic Preservation, in conjunction with a detailed analysis of the context and conditions of Sonoma's downtown area. This analysis shows that the Project is substantially consistent with the *Downtown Sonoma Historic Preservation Design Guidelines* concerning additions to existing buildings. In addition, the Initial Study evaluated with the Project with respect to potential impacts on the historic significance of: 1) Sonoma Cheese Factory Building itself; 2) the adjoining Sonoma State Parks and Servants/Quarters building; and, 3) the Sonoma Plaza National Historic Landmark/Sonoma Plaza National Register Historic District. The analysis shows that, subject to the updated mitigation measures incorporated into the Conditions of Project Approval, the Project is compatible with maintaining the integrity and significance of these historic resources.

Environmental Review

An Initial Study was prepared to analyze the potential environmental impacts of the project. As part of this evaluation, studies were commissioned, addressing the following areas: cultural resources, geotechnical conditions, and traffic. In addition, the project architect prepared perspective visual simulations to assist in evaluating visual compatibility. These studies are included with the Initial Study and their outcomes are summarized as follows:

1. *Aesthetics/Visual Compatibility.* The visual compatibility of the Project was evaluated in terms of: 1) Development Code consistency with regulations that address scale, massing, and height; 2) consistency with applicable design guidelines; and, 3) project-specific site planning and design with an emphasis on compatibility with the historic character of the area and adjoining historic resources.
 - A. Consistency with Development Regulations: Applicable standards as set forth in the Development Code that relate to the visual character of proposed development include height limits, setback requirements, and limitations on building coverage. As discussed above, under "Consistency with Development Code Standards" the Project complies with these standards.
 - B. Consistency with Design Guidelines: The design guidelines applicable to the proposed Project are set forth in the *Downtown Sonoma Historic Preservation Design Guidelines*, adopted by the City Council in March 2017. These guidelines are explicitly based on the Secretary on Interior Guidelines for Historic Preservation, in conjunction with a detailed analysis of the context and conditions of Sonoma's downtown area. Specifically, the project was evaluated in terms of Chapter 5: "*Guidelines for Additions to Existing Buildings.*" Because the project site is located within Sub-Area 1 of the Downtown District, which comprises the area encompassed by the Sonoma Plaza National Historic Landmark and the Sonoma Plaza National Register Historic District, the guidelines are to be applied more strictly than would be the case otherwise. The Initial Study includes a complete analysis of consistency with the Guidelines and found the project to be substantially consistent with them.
 - C. Project Design: With respect to site planning and aesthetics, the Project improves upon existing conditions. The Project enhances an existing pedestrian walkway located along the east side of the site, adjoining the Sonoma State Historic Park's Casa Grande Servants' Quarters. The proposed site plan provides greater separation between the Sonoma Cheese Factory and the Casa Grande Servants' Quarters building. This change is an improvement to the current condition, where a shed-roofed outdoor seating area on the east side of the Sonoma Cheese Factory projects

close to the west side of the Servants' Quarters, creating visually clutter and preventing pedestrian egress. As requested by State Parks, the height of the replacement building element will not exceed the lower height of the historic Cheese Factory building to be retained (approximately 24 feet). The continuous height of the proposed addition is cleaner in appearance compared to the varying rooflines and exposed mechanical equipment of the existing Sonoma Cheese Factory. (Note: at the request of State Parks, the Bear logo shown on the elevations and renderings will not be implemented.)

4. *Biological Resources.* As an already developed site located in a downtown setting, the subject property shows no evidence of any sensitive species or habitats.
5. *Cultural Resources.* There are three historical resources potentially affected by the Project: 1) Sonoma Cheese Factory Building itself; 2) the adjoining Sonoma State Parks and Servants/Quarters building; and, 3) the Sonoma Plaza National Historic Landmark/Sonoma Plaza National Register Historic District. Under CEQA, the Project would be considered to have a significant impact if it were to cause a substantial adverse change in the significance of any of the historical resources identified above. To address this question, an evaluation of the potential impacts of the proposed project was prepared by the Historical Consultant. In addition, a geotechnical investigation was performed by a qualified engineer, which included an evaluation as to whether construction activities would adversely affect nearby structures such as the Servants' Quarters building. Lastly, the potential for the discovery of cultural resources during project construction was evaluated. The results of these analyses may be summarized as follows:

A. Sonoma Cheese Factory Building. The Project has been designed to preserve the character-defining features of the Cheese Factory building. Key elements in this regard are as follows:

- The project, as proposed, retains the original portion of the existing building, thereby preserving the following character-defining features: the fenestration pattern, flat metal awnings at the entrances, glazed orange tile cladding, stucco-clad metal ribs, pitched roof, and the projecting vertical perimeters.
- The new rear portion of the building will be slightly recessed from the east façade of the existing front portion of the building, while projecting farther to the west. The original front portion of the building will be separated from the new construction by a hyphen of lower height, featuring recessed entrances on the east and west sides. This will clearly differentiate new construction from historic, and will also allude to the existing condition whereby the front portion stands above the lower roof of the rear shed. The height of the new portion north of the hyphen will be shorter than the maximum height of the original front portion.
- The design of the new portion will feature a curtain wall of anodized aluminum glazing capped by a painted plaster wall and fronted by a vertical wood screen element. The north and south facades will be clad in a stone veneer which matches the cladding on the low planters along the east side. While clearly modern in design and differentiated from the Modern aesthetic of the 1945 portion of the Sonoma Cheese Factory, the wood screen and stone cladding will create a relatively muted appearance of earth tones that will not visually compete with the glazed tile cladding of the original front portion.

B. Sonoma State Parks/Servants' Quarters. With respect to site planning and aesthetics, the Project would improve existing conditions. The Project enhances an existing walkway along the east side of the site and increases the building separation between the Cheese Factory and the Casa Grande Servants' Quarters. This is accomplished by shifting the new construction to the west, closing the gap between 8 West Spain Street (Mary's Pizza Shack) on the west and thereby providing

more space between the Sonoma Cheese Factory and the Casa Grande Servants' Quarters building. This improves Project compatibility compared to the current condition, where a shed-roofed outdoor seating area on the east side of the Sonoma Cheese Factory projects close to the west side of the Servants' Quarters.

By placing the development toward the west and widening the walking path on the east side of the Sonoma Cheese Factory building, the Servants' Quarters is provided a wider berth while highlighting Sonoma's significant history for pedestrians. Stone-clad planters will separate the Sonoma Cheese Factory's outdoor dining area from the pedestrian walkway. Based on the renderings, the vertical wood cladding and stone cladding used in the new design appear compatible with the adobe and wood cladding of the Servants' Quarters building. As discussed above, the vertical wood cladding and stone cladding used in the replacement building elements are compatible with the adobe and wood cladding of the Servants' Quarters building and as requested by State Parks, the height of the parapet will not exceed the lower roof height of the historic Cheese Factory building to be retained (approximately 24 feet) and the proposed "Bear" logo will not be implemented. With these changes and related requirements, the Project will not significantly affect the integrity of the Casa Grande Servants' Quarters or the larger Sonoma State Historic Park.

With regard to potential construction impacts, as previously discussed, the Project had proposed to include the excavation and construction of a 10,065 square-foot basement area. Due to concerns about potential construction impacts and related issues, this element of the project will not be implemented.

With the implementation of these recommendations, which have been incorporated into the the Conditions of Approval/Mitigation Monitoring Program, adjoining buildings, including the Servants' Quarters, will be protected from construction impacts.

- C. Sonoma Plaza National Historic Landmark/Sonoma Plaza National Register Historic District. The Project would not adversely affect the Sonoma Plaza National Historic Landmark or the Sonoma Plaza National Register Historic District for the following reasons:

- The Sonoma Cheese Factory building was constructed outside of the period of significance of both the Landmark and the Register District. Therefore it does not contribute the significance of either district.
- The Project would not substantially alter the existing streetscape, as the renovation/addition would occur behind the existing building element facing the Plaza.

The project would improve the setting of the Servants' Quarters building by: a) eliminating unscreened, roof-mounted mechanical equipment on the back portion of the Cheese Factory building and replacing it with a neutral, wood screen backdrop; and, b) eliminating a canopy on the east side of the Cheese Factory building and creating a minimum 21-foot separation between the Cheese Factory Building and the Servant's Quarters.

- D. Potential Discovery of Cultural/Tribal Resources. To address the contingency of discovering historic, cultural, tribal, or archaeological resources during the construction of the project, a Research Design Program will be prepared and implemented. The Research Design Program, which will be prepared any a qualified archaeologist in consultation from State Parks, will outline the appropriate historical themes likely to be associated with potential historic, archaeological, and tribal resources within the area of site redevelopment, identify locations that have the highest

potential to contain such features, and identify the appropriate investigation, consultation, and mitigation methods for potential features that could be discovered.

In summary, subject to the mitigation measures identified in the Initial Study, the Project would not have a significant impact on historic resources. In addition, mitigation measures have been identified and will be required addressing the discovery of archaeological resources, paleontological resources, tribal resources, and human remains.

6. *Traffic and Transportation.* To evaluate the potential impacts of the Project with respect to transportation and traffic, a traffic impact study was prepared by a qualified Transportation Engineer. The study addresses: 1) traffic conditions and potential impacts on intersection level of service; 2) alternative transportation modes, including bicycling, walking, and transit; 3) traffic safety; and, 4) parking. The study area encompasses the intersections of West Spain Street/First Street West, East Spain Street/First Street East, East Napa Street First Street East, and nearby transportation facilities, such as the Casa Grande parking lot, bike paths, sidewalks, and transit stops. All of the streets addressed in the study are two-lanes, with parking on both sides. All of the study intersections are four-way, stop-sign controlled.

- A. Level of Service (LOS): Unsignalized intersection operations and impacts are evaluated based on the City of Sonoma's LOS standards, which established thresholds for acceptable operation based on vehicle delay. The City of Sonoma's 2016 Circulation Element Policy 1.5 and Policy 1.6 establish the following policies associated with intersection operations:

Policy 1.5: Establish a motor vehicle Level of Service (LOS) standard of LOS D at intersections. The following shall be taken into consideration in applying this standard:

- *Efforts to meet the vehicle LOS standard shall not result in diminished safety for other modes including walking, bicycling or transit (see Policy 1.6).*
- *The standard shall be applied to the overall intersection operation and not that of any individual approach or movement.*
- *Consideration shall be given to the operation of the intersection over time, rather than relying exclusively on peak period conditions.*
- *The five intersections surrounding the historic Sonoma Plaza shall be exempt from vehicle LOS standards in order to maintain the historic integrity of the Plaza and prioritize non-auto modes.*

Policy 1.6: Intersections may be exempted from the vehicle LOS standards established in Policy 1.5 in cases where the City Council finds that the infrastructure improvements needed to maintain LOS D operation (such as roadway or intersection widening) would be in conflict with goals of for improving multimodal circulation, or would lead to other potentially adverse environmental impacts. For those locations where the City allows a reduced motor vehicle LOS or queuing standard, additional multimodal improvements and/or transportation demand management (TDM) measures may be required in order to reduce impacts to mobility.

As noted in Policy 1.5 of the Circulation Element, acceptable LOS for most intersections is defined as LOS D or better. However, the policy specifically exempts the five intersections surrounding the Plaza from the LOS standards in order to prioritize pedestrians. This policy notwithstanding, a 2016 decision by the California Court of Appeal found that “*compliance with a general plan policy does not conclusively establish there is not a significant environmental impact.*” Therefore, while the study intersections analyzed are exempt from the City's LOS D

policy, this exemption does not relieve the need for the determination of potential impacts to intersection operations at the study intersections. Given this context, the following CEQA transportation impact criteria were developed based on local state of the practice and applicable goals and policies in the City's Circulation Element. These criteria were used to evaluate the project's impacts to unsignalized intersection operations.

- For intersections operating at LOS D or better prior to the addition of project traffic:
 - ▶ The project results in operations at an intersection to deteriorate LOS D or better to LOS E or LOS F, and
 - ▶ One or both of the "Peak Hour Signal Warrants" (Warrants 3A and 3B) from Chapter 4C of the California Manual on Uniform Traffic Control Devices) are met.
- For intersections operating at LOS E or LOS F prior to the addition of project traffic:
 - ▶ The project exacerbates unacceptable operations by increasing average intersection delay more than 5.0 seconds, and
 - ▶ One or both of the "Peak Hour Signal Warrants" (Warrants 3A and 3B) from Chapter 4C of the California Manual on Uniform Traffic Control Devices) are met.

Although under Circulation Element Policy 1.6 intersections around the Sonoma Plaza would not be considered as a mitigation measure, the Peak Hour Signal Warrants are applied as a proxy to assess the overall level of congestion for all motorists at an unsignalized intersection.

Using the criteria set forth above, the three study intersections were evaluated for the highest one-hour volume during the weekday evening (4:00 PM to 6:00 PM) and weekend midday (11:00 AM to 2:00 PM) periods. This approach was used to establish existing conditions and to assess existing plus Project as well as cumulative conditions projected for the year 2040. The results of the LOS calculations indicate that all three study intersections currently operate at LOS B under Existing Conditions during both the weekday afternoon peak hour and weekend midday peak hour. This indicates that the intersections operate acceptably from a volume-to-capacity standpoint. With the addition of Project-generated trips, the results of the intersection operations analysis indicate that all three study intersections would operate at LOS C or better under existing conditions. Under cumulative conditions, the addition of project trips to First Street East/East Napa Street would exacerbate LOS E operating conditions in the weekend midday peak hour and increase the average delay at the intersection by more than 5.0 seconds. Using the significance criteria set forth above, the impact to this intersection is a significant impact. All other study intersections operate at LOS D or better after the addition of project trips; therefore, the impacts at these intersections under cumulative conditions are less-than-significant.

To mitigate the cumulative impact at the intersection of First Street East/East Napa Street, two alternative mitigation measures were identified by the Traffic Consultant:

- Curb Extensions at First Street East/East Napa Street. Under this option, the Project will fund (on a fair share basis) construction of curb extensions on the northwest corner of the First Street East/East Napa Street intersection. The goal of this improvement is to improve the skew angle crosswalks at these intersections, which will also reduce crossing distances and promote pedestrian visibility.
- Bus Parking Improvement in Casa Grande lot. Under this option, the Project would fund or implement upgrades to the existing tour bus loading zone in the Casa Grande parking lot,

including a clear, ADA-compliant pedestrian connection linking the existing tour bus parking area to the Plaza.

However, based on the elimination of of the proposed 10,065 square-foot basement level expansion area, the Traffic Engineer has determined that the trip generation associated with the Project would be reduced such that the cumulative impact at the intersection of First Street East/ East Napa Street would be avoided. Therefore, subject to Mitigation Measure 5.a.1, Project impacts on traffic and pedestrian conditions would be mitigated to a less-than-significant level and, therefore, neither of the mitigation alternatives identified in the Transportation Impact Analysis would be required.

- B. Parking No on-site parking is proposed in conjunction with the building expansion associated with the proposed Project. Although, under CEQA, parking is not normally considered to be an area of potential impact, because of the documented shortage of on-street parking in the Plaza area and the potential for commercial parking to encroach into residential areas, the issue of parking was addressed in the consideration of potential traffic impacts.

Parking space occupancy rates in the Sonoma Plaza area fluctuate throughout the day as businesses experience variations in parking demand. Data from the Urban Land Institute's Shared Parking, 2nd Edition suggests that the peaks of retail and restaurant parking demand generally occur between 5:00 PM to 7:00 PM on weekdays and 12:00 PM to 2:00 PM on weekends. When nearby uses have the same parking peaking characteristics, parking supply issues more readily occur. Generally, parking occupancy rates above 70 percent lead to motorists perceiving that parking supply is becoming constrained. As parking occupancy rates exceed 85 percent, the parking supply becomes oversubscribed with the result that many motorists have difficulty finding an available parking space near their destination, and motorists may have to circulate around the street system to find an available parking space. To establish existing parking rates in the area surrounding the Sonoma Cheese Factory, a survey of parking occupancy was performed for the weekday afternoon period (3:00 PM to 7:00 PM) and weekend midday period (10:00 AM to 4:00 PM). The survey area included the following street segments and areas of off-street parking:

- West Spain Street between Second Street West and First Street West.
- First Street West between Sonoma Bike Path and West Spain Street.
- First Street West between West Spain Street and West Napa Street (SR 12).
- Spain Street between First Street West and First Street East.
- First Street East between Sonoma Bike Path and East Spain Street.
- First Street East between East Spain Street and East Napa Street.
- East Spain Street between First Street East and Second Street East.
- Casa Grande off-street parking lot.

During weekday afternoons, few street segments were observed to have parking occupancy rates above 70 percent. During the weekend midday period, however, the parking facilities were heavily used throughout the peak period, with all street segments observed to have parking occupancy rates above 70 percent, and the vast majority of street segments observed to have parking occupancy rates over 85 percent for a majority of the survey period. The Casa Grande off-street parking lot was generally less than one-third full during the weekday survey period. In contrast, weekend parking occupancy in the Casa Grande lot exceeded 85 percent between 1:00 PM and 3:30 PM.

During the weekday afternoon peak hour of observed area-wide parking occupancy (6:00 PM to 7:00 PM), approximately 296 spaces out of 572 available were occupied, for an average occupancy rate of 52 percent. During the weekend peak hour of observed area-wide parking occupancy (1:30 PM to 2:30 PM), 554 spaces out of 572 available were occupied, for an average occupancy rate of 97 percent. This indicates that sufficient parking is available area-wide during the weekday afternoon peak hour. However, during the weekend peak period, parking spaces may be available, but they are rare and distributed widely over the survey area. Many of these available weekend peak hour parking spaces are located along First Street West between West Spain Street and the Sonoma Bike Path, which is not a location that many motorists would consider while circulating for parking.

As detailed in section 7 of the Transportation Impact Analysis, included with the Initial Study, the estimated net new parking demand generated by the proposed project on weekday afternoons could be accommodated by the existing parking supply available. The estimated net new parking demand generated by the proposed project on weekend afternoons, however, would not be accommodated by the existing parking supply in the study area between 1:00 PM and 3:00 PM, as a net supply shortfall of 11 to 13 spaces would occur during this time period. Similarly, the net increase in parking demand would place a substantial strain on the existing parking supply on weekend afternoons during the 12:00 PM to 1:00 PM and 3:00 PM to 4:00 PM time periods.

However, with the elimination of the 10,065-square foot basement level, as required under Mitigation Measure 5.a.1, the Project impact on the existing parking supply would be greatly reduced. Nonetheless, because the Project proposes to add building area without off-setting parking, the payment of a parking in-lieu fee is still required.

- C. Pedestrian Facilities: The sidewalk system within the vicinity of the project site is continuous. The traffic study concludes that pedestrian facilities serving the project site are adequate .
- D. Bicycle Facilities: The development of the Project will not interfere with the future installation of any bicycle facilities as called for the City of Sonoma Bicycle and Pedestrian Master Plan. In compliance with City General Plan policy and standard conditions of approval, the Project will incorporate bicycle facilities, including secured bicycle parking.
- E. Transit: The Project site is located within easy walking distance of a transit stop. The traffic study concludes that the transit facilities serving the Project are adequately accessible.

In summary, with the implementation of the mitigation measures identified above, including the elimination of the 10,065-square foot basement level, impacts in the area of transportation and traffic will be less-than-significant.

In summary, the Initial Study demonstrates that each of the potentially-significant impacts of the project can be reduced to a less-than-significant level through the implementation of specified mitigation measures.

Other Issues

Construction Management: The construction of the project is estimated to take as long as 12 months to complete. The project site adjoins the Sonoma Plaza, the Sonoma State Historic Park, and other commercial uses. To address construction issues in a comprehensive manner, the proposed conditions of

approval require the development and implementation of a construction management plan, to include the following components:

- Neighbor/Agency Outreach and Coordination. Identification of procedures providing written notification to potentially affected businesses, residences, and agencies informing them in advance of construction activities and progress and the designation of a responsible person for implementation of the construction management plan.
- Construction Staging and Traffic Control. A construction staging and traffic control plan, prepared by a licensed engineer, to control traffic safety throughout construction. The plan shall include staging areas on the project site, truck movements, cones, signage, and flagging. In addition, the plan shall address temporary parking of construction-related vehicles and equipment on or adjacent to the project site. Contractors shall be required to maintain traffic flow on all affected roadways adjacent to the project site during non-working hours, minimize traffic restrictions during construction, minimize or avoid the re-routing of trucks, and minimize impacts on street parking.
- Right of Entry Agreement. A Right of Entry shall be obtained from State Parks for any construction-related activity proposed to occur on State Parks property.
- Resource Protection. Measures include a reconstruction survey to facilitate the monitoring of potential vibration impacts; limitations on construction equipment that may be used; a required temporary construction barrier to protect the Servants' Quarters building; and requirements and procedures for protecting nearby historic resources and for repairing any damage that may be caused as a result of construction; and the preparation and implementation of a Research Design Program addressing contingencies for the potential discovery of cultural resources.
- Noise Mitigation. Construction noise mitigation measures, to incorporate all of the measures set forth in Mitigation Measure 12.d of the Conditions of Approval/Mitigation Monitoring and Reporting Program. These measures include limits on construction hours and equipment noise, among other requirements.
- Air Quality Protection. Dust control and air quality mitigation in accordance with Mitigation Measure 3.c, as set forth in the Conditions of Approval/Mitigation Monitoring and Reporting Program.
- Recycling. A recycling plan for both the deconstruction of existing structures and materials generated by new construction.

The construction management plan will not be a panacea; however, implementation of the plan will minimize disruptions to the extent feasible. The requirement for a construction management plan is set forth in Condition of Approval #12 of the Conditions of Approval/Mitigation Monitoring and Reporting Program.

Recommendation

Although compared to other historic buildings in downtown Sonoma, the Sonoma Cheese Factory is relatively recent addition, it has become one of the iconic buildings on the Plaza due to its unique architecture and the contrast it provides to the more traditional building types that it adjoins. In addition, the Cheese Factory has a unique history linked to local families and to the development of agriculture and cheese-making in Sonoma Valley. However, since the cessation of cheese production on the site, the Sonoma Cheese Factory has struggled to find a new role. Many building elements on the property are vacant and the current operation, which combines a delicatessen, a wine bar, wine sales, and retail food items, is underutilized and does not seem to capture much interest on the part of local residents. The proposed renovation presents an opportunity bring the building back into an active use that will honor the history of the building and be attractive to both visitors and locals. The proposed design retains the historically-significant building element and enhances views of the adjoining Servants Quarter's building in the Sonoma State Historic Park.

Staff recommends that the Planning Commission take the following actions:

1. Adopt the attached Resolution making findings for a Mitigated Negative Declaration.
2. Adopt the attached Resolution granting Use Permit approval for the Mitigated Project, including associated findings and the conditions of approval/mitigation monitoring program, as updated to address the concerns raised by State Parks.

Attachments

1. Location Map
2. Project Narrative
3. Draft Resolution for Adoption of a Mitigated Negative Declaration
4. Draft Resolution of Findings for Project Approval
5. Correspondence
6. Plans/Elevations
7. Draft Conditions of Approval/Mitigation Monitoring Program (**To be distributed March 19, 2018**)

Enclosures (available for download at <https://www.sonomacity.org/sonoma-cheese-factory-renovation/>)

8. Initial Study
9. Project Submittal Package

cc: Carlin Company
Attn: Steve Carlin/Lloyd Llewelyn/Aaron Marzwell
1606 Main Street, Suite 205
Napa, CA 94559

Vicinity Map

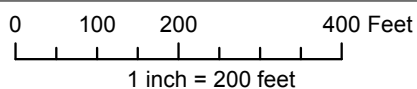
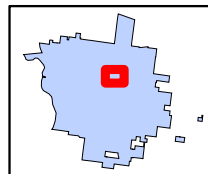


Zoning Designations

Project Summary

<i>Project Name:</i>	Sonoma Cheese Factory Reconfiguration and Expansion
<i>Property Addresses:</i>	2 West Spain Street
<i>Applicant:</i>	Viviani Trust
<i>Property Owner:</i>	Same
<i>General Plan Land Use:</i>	Commercial
<i>Zoning - Base:</i>	Commercial
<i>Zoning - Overlay:</i>	Historic
<i>Summary:</i>	Renovation and expansion of the Cheese Factory as a multi-tenant marketplace, also including restaurant seating, a wine bar, and cheese storage.

R-HS	Hillside Residential (1 D.U./10 acres, maximum)
R-R	Rural Residential (2 D.U./acre, maximum)
R-L	Low Density Residential (2-5 D.U./acre)
R-S	Sonoma Residential (3-8 D.U./acre)
R-M	Medium Density Residential (6-10 D.U./acre)
R-H	High Density (9-12 D.U./acre)
R-O	Housing Opportunity (15-20 D.U./acre)
R-P	Mobile Home Park (7 D.U./acre, maximum)
MX	Mixed Use (12 D.U./acre, maximum)
C	Commercial (15 D.U./acre, maximum)
C-G	Commercial-Gateway (15 D.U./acre, maximum)
W	Wine Production
P	Public Facility
Pk	Park
A	Agriculture





PROJECT NARRATIVE

Application Type: City of Sonoma Minor Conditional Use Permit

Project Name: Sonoma Square Public Market

Project Location: 2 West Spain Street, Sonoma, CA 95476

APN: Two Parcel Property -018-162-004 & 018-162-022 to be merged into one parcel

Property Owner: Nina & Maria Viviani Trust, Comerica Bank & Trust NA, Trustee of the Viviani Trust (Trust)

Project Owner and Developer: Sonoma Square Market, LLC, Napa, California.

Project Architect: SMS Architects, Gregory G. Simonoff.

PROJECT OVERVIEW

The building located at 2 West Spain Street was built in 1945 for Celso Viviani to serve as the factory, retail space, and office for the Sonoma Cheese Factory. When Mr. Viviani and Tom Vella, established the company in 1931 it was the first dedicated cheese making facility in Sonoma.

The Sonoma Cheese Factory manufactured cheese continuously at this site until 2001. Since that time, changing cultural, ownership, and economic conditions affected the business. The current property owner, the Nina & Maria Viviani Trust, first proposed to revitalize the property through the creation of a new multi-tenant, specialty food marketplace featuring locally sourced, artisan foods, cheeses, baked goods, wine, coffee, and other related food and non-food products. The previously designated developer APPA Development applied for a Use Permit for the project which was conditionally approved by the Planning Commission on July 9, 2015.

Since that time, APPA Development has joined with the Carlin Company, the Napa based company responsible for developing the Oxbow Public Market in Napa, to form Sonoma Square Market, LLC ("Developer"). Sonoma Square Market has secured rights to a 99-year ground lease on the Property, and in that capacity has become project owner and developer. The Developer has made modest changes to the currently approved plans and is seeking a Conditional Use Permit based upon these updated plans.

Business Redevelopment Concept

The Sonoma Cheese Factory will be redeveloped to be a pedestrian oriented, central community gathering space that celebrates local artisan food and wine in an inviting and dynamic social setting. The history of the Sonoma Cheese Factory, and its ideal location on the plaza, provides an excellent opportunity for this to be successful. No other food retail operator in Sonoma has the iconic presence, historical significance, and the available well positioned location to do so.

The proposed marketplace concept will be similar to the Oxbow Public Market business model in nearby Napa however its emphasis will be the history, production, aging and sales of local cheeses and other related food products. Specifically, Developer intends to include in the project a one-of-a-kind cheese aging “affinage” facility in the new basement to draw upon and celebrate Sonoma’s rich heritage of cheese manufacturing. In addition to the affinage, the new marketplace will include multiple local owner operated vendors under one roof. The goal of this project is to revitalize and restore the Sonoma Cheese location as the preeminent specialty food purveyor in the Sonoma Valley. The project proposes to do so in the following manner.

Emphasizing Pedestrian Connectivity and Flow

The project will provide a significant community benefit to Sonoma by creating pedestrian connectivity and flow between the Sonoma Plaza, the Casa Grande Parking Lot, Depot Park, the Veterans Building and the Overlook Trail to the north. While the conditionally approved Use contained a pedestrian connectivity, the Developer has reimagined and relocated this feature. The project will build a new outdoor pedestrian walkway and exterior courtyard on the east side of the site between the Sonoma Cheese Factory building and the State Park. A narrow walkway exists there now. But the project design seeks to widen and extend this area to create a lively promenade and pass through. The previously approved location of this pedestrian walkway proceeds past the garbage collection facility used by the neighbor Mary’s Pizza Shack. By comparison, the newly imagined pedestrian path serves the community in a much more powerful way by including the architectural elements of the historic State Park. In this way, the project will also serve to activate this historical treasure.

New entry portals, signage, lighting and landscaping will provide welcoming features for pedestrians. This new walk way will provide a direct path of travel linking the commercial activity around the Plaza with the State Park, to the Casa Grande Parking lot, and beyond.

Preservation and Renovation of Existing Buildings

The existing Sonoma Cheese Factory is an ensemble of three buildings constructed over a period of time. The front and center portions of the building represent the original massing of the building. The rear concrete masonry unit (CMU) portions of the building were constructed at varying more contemporary dates. Beginning in 1958 the building underwent a series of additions and alterations primarily at the rear of the building. In 2005 the interior of the original building fronting Spain Street was extensively renovated to expand the retail use of the building.

Similar to the project's approach to site improvement, the project proposes to open the interior of the historic portions of the building to create a sense of procession, discovery, social interaction and flow through open market with multiple tenant spaces. Currently the three primary building elements of the Sonoma Cheese Factory Building are perceived as separate barely contiguous elements. The public only has access to roughly 50% of the building. The remainder of the building is underutilized and requires demolition and replacement or significant repairs or renovation in order to effectively contribute to the Sonoma Plaza commercial vibrancy and economy. The project proposes to make roughly 90% of the building open to the public and commercial uses.

Historic Resource Evaluation Study

In the summer of 2014 the Trust engaged Page & Turnbull Historic Resource Consultants, San Francisco, CA to prepare a Historic Resource Evaluation (HRE) for the property. The HRE concluded the northern more contemporary portions of the building, which are proposed for removal and replacement by this project, are not historically significant. Per the HRE:

"Agglomerative additions at the rear of the building are not considered to be character defining features, as they are utilitarian in design, were partially constructed outside of the identified period of significance and are no longer used for cheese production."

The proposed development plan will not alter any of the character defining features of the building that enable it to convey its historic appearance and potential significance including its distinctive orange tile cladding, any fenestrations at the primary south facade, the southern portions of the east and west facades, metal awnings over the primary entrances or the massing and footprint of the primary building as it was originally constructed.

Originally Proposed as a Three Phase Project, Then Combined

The project was originally proposed to the Sonoma Planning Commission as a three phased project. On November 13, 2014, Phase I of the project was granted a conditional Use Permit by the City of Sonoma Planning Commission. On July 9, 2015, the project was granted a conditional Use Permit which retained the prior approved Conditional Use Permit and in addition granted conditional approval of the remaining phases of the project, combining them into a single coordinated construction project. The present application similarly presents a single unified project.

Description of Currently Approved Project Phases

All previous project phases are generally described below.

PHASE I: Phase I includes partial demolition of the non-significant northern CMU building, renovation and construction of new multi-tenant improvements in the existing retail space fronting the Plaza, new ADA restrooms and the construction of a new exterior pedestrian walkway and courtyard directly and visually linking the Historic Sonoma Plaza with the Casa Grande Parking lot and Depot Park to the North.

PHASE II: Phase II includes: Demolition of the remaining non-significant northern CMU buildings and reconstruction of a new approximately 3,100 GSF Addition (Tenant Space 12).

PHASE III: Construction of a new approximately 1,900 GSF Building (Tenant Space 13).

Description of Revised Project

Developers are proposing the same partial demolition of the same non-significant northern CMU building as were previously approved by the Planning Commission. Similarly, the current proposal includes the same renovation and construction of multi-tenant improvements in the existing retail space fronting the Plaza, new ADA restrooms and the construction of a new exterior pedestrian walkway and courtyard directly and visually linking the Historic Sonoma Plaza with the Historic State Park and the Casa Grande Parking lot and Depot Park to the North.

The current proposal differs from the previous project in that it includes entirely new construction behind the existing historical façade. The currently proposed building will feature a first floor area of approximately 14,935 GSF, and a basement of approximately 10,065 GSF housing the afforage, for a total building of approximately 25,000 GSF.

Land Use Type and Food Service Seating

Neither the Land Use Type nor the Food Service Seating have significantly changed from the conditionally approved use. As set forth in the previously approved application, defining a project like this as purely "retail" or "restaurant" does not accurately describe the public market experience. Virtually all tenants will sell food. Most tenants will require food service seating at their stall. The tenant mix will change over time, however, all tenants will be artisan food purveyors whenever possible. Offering seating flexibility to tenants is paramount to the success of projects like this. The Oxbow Public Market in Napa, Pike Place Market in Seattle, The Ferry Building in SF, and the Packing House in Anaheim are precedents in support of this approach. For parking and food service seating purposes the definition of "retail" and "restaurant" is blurred for this project type. Therefore for the purpose of clarifying the Project's

food service seating and parking requirements the land use type "Restaurant" per the Sonoma Development Code's Parking Requirements by Land Use Table 4-4 has been applied.

Parking will be based on interior seat count.

Grandfathered Parking and Food Service Seating Allotment

On November 13, 2014 the Sonoma Planning Commission granted the project a Conditional Use Permit for Phase I of the project inclusive of a parking credit of one space per 300 SF of existing building area and the grandfathering of 103 existing restaurant seats in respect to parking requirements. This yields:

Existing Retail Building = $11,397 \text{ SF} / 300 = 38$ grandfathered parking spaces, plus 103 grandfathered food service seats.

Allowable Food Service Seating Relative to Grandfathered Parking Spaces

Restaurant seating is calculated as one space per every four seats. Therefore translating the grandfathered parking spaces into allowable seat count is: $38 \text{ spaces} \times 4 = 152$ food service seats. This approach will support the flexible interior seating requirements of a changing tenant mix. This Use Permit requests the project be designated "Restaurant" for parking and seating purposes and be allowed up to 152 interior seats and the assignment of the 103 grandfathered food service seats towards exterior seating should they be required.

SPECIFIC PROJECT DATA

Site Parcel Addresses: 2 West Spain Street, Sonoma CA

APN: 018-162-004

Zoning: Commercial, Downtown District, Historic Overlay.

BUILDING AREA SUMMARY

GSF				
Phase	Floor – 1	Floor – 2	Basement	Total
Existing	10,621	776	0	11,397
Proposed Project	14,935	0	10,065	25,000

DEVELOPMENT CRITERIA

Building Setbacks:

Front and street: None

Side: none required except when abutting a residential zone Rear: none required

Garage Setback: 20' from main structure (for residential)



Building Height: 35' allowable. No building height change is proposed for this project.

Total Lot Area: 20,335 SF

Existing Building Coverage: 10,621 SF

FAR Allowable: 2.0 x Total Site Area or 40,670 SF

Actual Lot Coverage: 73% lot coverage

Actual Building Area at Full Build Out: 25,000 SF (w/ Basement) = FAR compliant
14,935 SF (w/o Basement)

Open Space: 5,400 SF (approximately 27% of site area)

Landscape: New pedestrian courtyard entry portal, signage, lighting, plantings, street furniture and hardscape paving.

Submitted by:
Greg Simonoff
Principal
SMS Architects
17848 Skypark Circle, Suite B
Irvine, CA 92612

CITY OF SONOMA

RESOLUTION

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF SONOMA
ADOPTING FINDINGS AND APPROVING A NEGATIVE DECLARATION WITH
REGARD TO THE SONOMA CHEESE FACTORY RECONFIGURATION AND
EXPANSION PROJECT, LOCATED AT 2 WEST SPAIN STREET

WHEREAS, an application has been made for a Use Permit to reconfigure and expand the Sonoma Cheese Factory building as a multi-tenant marketplace (“Project”) featuring locally-sourced artisan foods, cheeses, baked goods, wine, coffee, and other related food and non-food products, including two restaurant tenant spaces, with combined seating of 63 indoor seats and 16 outdoor seats. The project would increase building area on the site by 13,603 square feet, for a total of 25,000 square feet, including a 10,065 square-foot sub-floor space used to showcase cheese aging and as a wine shop and wine; and,

WHEREAS, an Initial Study was prepared in accordance with the requirements of the California Environmental Quality Act (“CEQA”) (Pub. Resources Code, section 21000 *et seq.*); and,

WHEREAS, the Initial Study identified several areas where the project is anticipated to have an adverse impact on the environment, unless appropriate mitigation measures are taken; and,

WHEREAS, for each area where a significant impact was identified, the Initial Study also identified mitigation measures capable of reducing the impact to a less-than-significant level; and,

WHEREAS, the mitigation measures recommended in the Initial Study have been incorporated into the conditions of project approval and mitigation monitoring program; and,

WHEREAS, the Initial Study was reviewed by the Planning Commission in a duly noticed public hearing held on March 8, 2018.

NOW, THEREFORE BE IT RESOLVED, that the Planning Commission of the City of Sonoma hereby finds and declares as follows:

Section 1. Record

- A. The record of proceedings (“Record”) upon which all findings and determinations related to the Project and the Initial Study/Mitigated Negative Declaration are based includes, but is not limited to:
 - 1. The Initial Study/Mitigated Negative Declaration, and the appendices, technical reports and all other documents, cited in and/or relied upon in preparing the Mitigated Negative Declaration/Initial Study;

2. The staff reports, City files, records and other documents, and all other information (including written evidence and testimony) prepared for and/or submitted to the Planning Commission relating to the Initial Study/Mitigated Negative declaration or the Project;
 3. All information (including written evidence and testimony) presented to the City by the environmental consultant and sub consultants who prepared the Initial Study, or incorporated into reports presented to the Planning Commission;
 4. All information (including written evidence and testimony) presented to the City by other public agencies relating to the Initial Study or the Project;
 5. All documentary and oral evidence received at public workshops, meetings, and hearings or submitted to the City during the comment period relating to the Mitigated Negative Declaration/Initial Study, or for the Project;
 6. All applications, letters, testimony and hearing presentations given by any of the project sponsors or their consultants to the City in connection with the Project;
 7. All information (including written evidence and testimony) presented to the City by members of the public relating to the Mitigated Negative Declaration/ Initial Study or the Project;
 8. For documentary and information purposes, the General Plan, its related environmental document, the Sonoma Municipal Code and all other City-adopted land use plans and ordinances, including, without limitation, specific plans, guidelines and ordinances;
 9. All other matters of common knowledge to the Planning Commission including, but not limited to, City, state, and federal laws, policies, rules, regulations, reports, records and projections related to development within the City of Sonoma and its surrounding areas.
 10. The evidence, facts, findings and other determinations set forth in this resolution: and
 11. All other documents comprising the record of proceedings pursuant to Public Resources Code section 21167.6(e).
- B. The findings contained in this Resolution are based upon the evidence in the entire Record relating to the Project. All the evidence supporting these findings was presented in a timely fashion, and early enough to allow adequate consideration by the City. References to specific reports and specific pages of documents are not intended to identify those sources as the exclusive basis for the findings.
- C. The custodian of the documents and other materials that constitute the record of proceedings on which the City's decision is based is the City Clerk, or designee. Such documents and other materials are located at Sonoma City Hall, No. 1 The Plaza, Sonoma, CA 95476. (Pub. Resources Code, § 21081(a)(2); Guidelines, § 15091(e).

Section 2. Adoption of the Negative Declaration

Based upon information in the Mitigated Negative Declaration/Initial Study, the Record as described above, and all other matters deemed material and relevant prior to adopting this resolution, the Planning Commission hereby adopts the Mitigated Negative Declaration for the Project and its associated actions based on the following:

- A. The Proposed Mitigated Negative Declaration/Initial Study has been completed in compliance with the California Environmental Quality Act (CEQA), California Public Resources Code § 21000 et. seq, and the CEQA Guidelines; and
- B. The Proposed Mitigated Negative Declaration/Initial Study was presented to the Planning Commission, which, at a hearing before the public, reviewed and considered the information contained in the Mitigated Negative Declaration/Initial Study prior to taking any action regarding the Project and its associated actions; and
- C. The Initial Study/Mitigated Negative Declaration reflects the City's independent judgment and analysis as Lead Agency.

Section 3. CEQA Findings

The Planning Commission hereby adopts the Statement of Findings and Facts set forth in *Exhibit A* attached hereto and incorporated herein by reference, and based thereon and on the Record as a whole, the Planning Commission hereby finds that all significant environmental effects of the Project and its associated actions have been reduced to a less-than-significant level in that all significant environmental effects have been eliminated or substantially lessened as set forth in *Exhibit A*. Based upon the foregoing, the Planning Commission finds and determines that the Project and its associated actions will not have a significant effect upon the environment.

Section 5. Mitigation Monitoring and Reporting Program

The Planning Commission hereby adopts the Mitigation Monitoring and Reporting Program set forth in the Mitigated Negative Declaration and attached hereto as *Attachment B* and incorporated herein by this reference, as the mitigation monitoring and reporting program for the Project. The City Council finds that the Mitigation Monitoring and Reporting Program has been prepared in accordance with CEQA and the CEQA Guidelines and directs the Planning Director to oversee the implementation of the program.

Section 6. Notice of Determination

The Planning Commission hereby directs the Planning Director to file a Notice of Determination within five (5) working days after approval of the Project.

The foregoing Resolution is hereby passed and adopted by the Planning Commission on March 22, 2018, by the following vote:

AYES:

NOES:

ABSENT:

Statement of Findings and Facts

The Sonoma Cheese Factory Reconfiguration and Expansion is considered under the California Environmental Quality Act (CEQA) to be a “project” for which environmental review is required. An Initial incorporates studies addressing the following areas: cultural resources, geotechnical conditions, hazardous materials, and traffic. In addition, the project architect developed perspective visual simulations to assist in evaluating visual compatibility. These studies are included with the Initial Study and their outcomes are summarized as follows:

The Initial Study demonstrates that each of the potentially-significant impacts of the project can be reduced to a less-than-significant level through the implementation of specified mitigation measures.

A. *Aesthetics/Visual Compatibility.* The visual compatibility of the Project was evaluated in terms of: 1) Development Code consistency with regulations that address scale, massing, and height; 2) consistency with applicable design guidelines; and, 3) project-specific site planning and design with an emphasis on compatibility with the historic character of the area and adjoining historic resources.

1. Consistency with Development Regulations: Applicable standards as set forth in the Development Code that relate to the visual character of proposed development include height limits, setback requirements, and limitations on building coverage. As discussed in Section 1 of the Initial Study, the Project complies with these standards.
2. Consistency with Design Guidelines: The design guidelines applicable to the proposed Project are set forth in the *Downtown Sonoma Historic Preservation Design Guidelines*, adopted by the City Council in March 2017. These guidelines are explicitly based on the Secretary of Interior Guidelines for Historic Preservation, in conjunction with a detailed analysis of the context and conditions of Sonoma’s downtown area. Specifically, the project is evaluated in terms of Chapter 5: “*Guidelines for Additions to Existing Buildings.*” Because the project site is located within Sub-Area 1 of the Downtown District, which comprises the area encompassed by the Sonoma Plaza National Historic Landmark and the Sonoma Plaza National Register Historic District, the guidelines are to be applied more strictly than would be the case otherwise. The Initial Study includes a complete analysis of consistency with the Guidelines and found that the project is substantially consistent with them.
3. Project Design and Historic Compatibility: With respect to site planning and aesthetics, the Project improves the setting of the Servants’ Quarters building by: a) eliminating unscreened, roof-mounted mechanical equipment on the back portion of the Cheese Factory building and replacing it with a neutral, wood screen backdrop; b) eliminating a canopy on the east side of the Cheese Factory building; and c) and creating a minimum 21-foot separation between the Cheese Factory Building and the Servant’s Quarters. By shifting the development west and widening the walking path on the east side of the Sonoma Cheese Factory building, the Servants’ Quarters is provided a wider berth while highlighting Sonoma’s significant history for pedestrians. The materials proposed for the new construction, which include anodized aluminum glazing screened with vertical wood cladding, will be visually compatible with the adobe and wood cladding of the

Servants' Quarters building. To ensure that the new construction does not visually dominate the Servants' Quarters building, the height of the new building element on the east side of the site, including the wood-clad screening, will not exceed the lower (north) roof height of the historic Cheese Factory building to be retained (approximately 24 feet). The continuous height of the proposed addition will be cleaner in appearance compared to the varying rooflines of the existing Sonoma Cheese Factory and additions.

- B. *Air Quality*. The Bay Area Air Quality Management District recommends using specific best management practices, which have been a practical and effective approach to control fugitive dust emissions. The guidelines note that individual measures have been shown to reduce fugitive dust by anywhere from 30 percent to more than 90 percent. Absent the implementation of these measure, the Project could have a significant impact with respect to construction dust emissions. To address this issue, the following mitigation measure is required:

Mitigation Measure 3.c: *To limit the project's construction-related dust and criteria pollutant emissions, the following Bay Area Air Quality Management District (BAAQMD)-recommended Mitigation Measures shall be included in the project's grading plan, building plans, and contract specifications:*

1. *All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered two times per day.*
2. *All haul trucks transporting soil, sand, or other loose material off-site shall be covered.*
3. *All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited.*
4. *All vehicle speeds on unpaved roads shall be limited to 15 mph.*
5. *All roadways, driveways, and sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon as possible after grading unless seeding or soil binders are used.*
6. *Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes. Clear signage shall be provided for construction workers at all access points.*
7. *All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified visible emissions evaluator.*
8. *Post a publicly visible sign with the telephone number and person to contact at the lead agency regarding dust complaints. This person shall respond and take corrective action within 48 hours. The Air District's phone number shall also be visible to ensure compliance with applicable regulations.*
9. *Requirements and procedures for prior testing and identification, removal, disposal, and remediation of potential lead paint or asbestos that may be encountered during the demolition phase.*

With this requirement, potential impacts in this area would be reduced to a less-than-significant level.

- C. *Cultural Resources*. There are three historical resources potentially affected by the Project: 1) Sonoma Cheese Factory Building itself; 2) the adjoining Sonoma State Parks and Servants/Quarters building; and, 3) the Sonoma Plaza National Historic Landmark/Sonoma Plaza National Register Historic District. Under CEQA, the Project would be considered to have a significant impact if it were to cause

a substantial adverse change in the significance of any of the historical resources identified above. To address this question, an evaluation of the potential impacts of the proposed project was prepared by the Historical Consultant. In addition, a geotechnical investigation was performed by a qualified engineer, which included an evaluation as to whether construction activities, including the excavation of the basement area, would adversely affect nearby structures such as the Servant's Quarters building. The results of these analyses may be summarized as follows:

1. Sonoma Cheese Factory Building. The Project has been designed to preserve the character-defining features of the Cheese Factory building. Key elements in this regard are as follows:
 - The project, as proposed, retains the original portion of the existing building, thereby preserving the following character-defining features: the fenestration pattern, flat metal awnings at the entrances, glazed orange tile cladding, stucco-clad metal ribs, pitched roof, and the projecting vertical perimeters.
 - The new rear portion of the building will be slightly recessed from the east façade of the existing front portion of the building, while projecting farther to the west. The original front portion of the building will be separated from the new construction by a hyphen of lower height, which will feature recessed entrances on both the east and west sides. This will clearly differentiate new construction from historic and will also allude to the existing condition whereby the front portion stands above the lower roof of the rear shed. The height of the new portion north of the hyphen will be approximately as tall as the original front portion; it will not dominate the site by being larger or taller than the front portion.
 - The design of the new portion will feature a curtain wall of anodized aluminum glazing capped by a painted plaster wall and fronted by a vertical wood screen element. The north and south facades will be clad in a stone veneer which matches the cladding on the low planters along the east side. While clearly modern in design and differentiated from the Modern aesthetic of the 1945 portion of the Sonoma Cheese Factory, the wood screen and stone cladding will create a relatively muted appearance of earth tones that will not visually compete with the glazed tile cladding of the original front portion.
2. Sonoma State Parks/Servants' Quarters. The Project proposes to enhance an existing pedestrian way and seating area located along the west side of Sonoma State Historic Park's Casa Grande Servants' Quarters. This is accomplished by shifting the new construction at the Sonoma Cheese Factory building west, closing the gap between 8 West Spain Street (Mary's Pizza Shack) on the west, thereby providing more space between the Sonoma Cheese Factory and the Casa Grande Servants' Quarters building, thereby improving its setting. An existing shed-roof element on the east side of the Sonoma Cheese Factory, which projects close to the west side of the Servants' Quarters, would be removed. Stone-clad planters will separate the Sonoma Cheese Factory's outdoor dining area from the pedestrian walkway. The materials proposed for the new construction, which include anodized aluminum glazing screened with vertical wood cladding, will be visually compatible with the adobe and wood cladding of the Servants' Quarters building. As requested by State Parks, required mitigation measures would limit the height of the new building element on the east side of the site, including the wood-clad screening, so as not exceed the lower (north) roof height of the historic Cheese Factory building to be retained (approximately 24 feet). In addition, the "Bear" logo shown on the elevations and renderings would be eliminated. Subject to the

required mitigation, the Project would not significantly affect the integrity of the Casa Grande Servants' Quarters or the larger Sonoma State Historic Park.

With regard to potential construction impacts, the Project had proposed the excavation and construction of a 10,000 square-foot basement area. Due to concerns about potential construction impacts and related issues, this element of the project will not be implemented. The elimination of this Project element is included as a required mitigation measure, along with other required measures to mitigate potential construction impacts.

With the implementation of these recommendations, which have been incorporated into the Conditions of Approval/Mitigation Monitoring Program, adjoining buildings, including the Servants' Quarters, will be protected from construction impacts.

3. Sonoma Plaza National Historic Landmark/Sonoma Plaza National Register Historic District. The Project would not adversely affect the Sonoma Plaza National Historic Landmark or the Sonoma Plaza National Register Historic District for the following reasons:

- The Sonoma Cheese Factory building was constructed outside of the period of significance of both the Landmark and the Register District. Therefore, it does not contribute the significance of either district.
- The Project would not substantially alter the existing streetscape, as the renovation/addition would occur behind the existing building element facing the Plaza.
- The project would improve the setting of the Servants' Quarters building by: a) eliminating unscreened, roof-mounted mechanical equipment on the back portion of the Cheese Factory building and replacing it with a neutral, wood screen backdrop; b) eliminating a canopy on the east side of the Cheese Factory building; and c) and creating a minimum 21-foot separation between the Cheese Factory Building and the Servant's Quarters.
- The Project would be required to employ construction measures including limitations on the use of construction equipment that would protect the Servant's Quarters building during the construction phase.

In summary, subject to the mitigation measures identified in the Initial Study, the Project would not have a significant impact on historic resources. In addition, mitigation measures have been identified and will be required addressing the discovery of archaeological resources, paleontological resources, tribal resources, and human remains.

- D. *Noise.* Construction activities typically associated with new development, including grading, excavation, paving, material deliveries, and building construction, would result in a substantial temporary increase in ambient noise levels in the project vicinity. Although this impact is temporary in nature, increased noise levels throughout the construction period, may adversely affect residents in the area. Project construction is anticipated to last approximately one year. The grading/excavation phase of project construction tends to be the shortest in duration, but creates the highest construction noise levels because of the operation of heavy equipment. Pursuant to the City's Noise Ordinance (Chapter 9.56 of the Sonoma Municipal Code), construction activities and material deliveries are restricted to the hours between 8 a.m. and 6 p.m. Monday through Friday, between 9 a.m. and 6 p.m. on Saturday, and between 10 a.m. and 6 p.m. on Sundays and holidays; however, the noise level at any point outside

of the property plane of the project shall not exceed (90) dBA. In addition, the City's Noise Ordinance requires sign postings at all site entrances upon commencement of construction to inform contractors and subcontractors, their employees, agents, and materialmen of the allowable construction hours.

Despite its temporary nature, construction noise has the potential to result in a significant impact on neighboring residents. Therefore, in addition to compliance with the City's Noise Ordinance, as normally required, the following mitigation measure is required:

Mitigation Measure 12.d: *Prior to issuance of grading permits, the project applicant shall ensure that the following practices are incorporated into the construction specification documents to be implemented by the project contractor:*

- i. Provide enclosures and mufflers for stationary equipment, shrouding or shielding for impact tools, and barriers around particularly noisy operations, such as grading or use of concrete saws within 50 feet of an occupied sensitive land use.*
- ii. Use construction equipment with lower (less than 70 dB) noise emission ratings whenever possible, particularly air compressors and generators.*
- iii. Do not use equipment on which sound-control devices provided by the manufacturer have been altered to reduce noise control.*
- iv. Locate stationary equipment, material stockpiles, and vehicle staging areas as far as practicable from sensitive receptors.*
- v. Prohibit unnecessary idling of internal combustion engines.*
- vi. Implement noise attenuation measures to the extent feasible (i.e., such that they do not impede efficient operation of equipment or dramatically slow production rates), which may include, but are not limited to, noise barriers or noise blankets. The placement of such attenuation measures shall be reviewed and approved by the Building Department prior to issuance of grading and building permits for construction activities.*
- vii. Designate a "construction liaison" that would be responsible for responding to any local complaints about construction noise. The liaison would determine the cause of the noise complaints (e.g., starting too early, bad muffler, etc.) and institute reasonable measures to correct the problem. Conspicuously post a telephone number for the liaison at the construction site.*
- viii. Hold a pre-construction meeting with the job inspectors and the general contractor/onsite project manager to confirm that noise mitigation and practices (including construction hours, construction schedule, and noise coordinator) are completed.*

The implementation of this mitigation measure would ensure that potential impacts from temporary construction noise are reduced to a less-than-significant level.

- E. *Traffic and Transportation.* To evaluate the potential impacts of the Project with respect to transportation and traffic, a traffic impact study was prepared by a qualified Transportation Engineer. The study addresses: 1) traffic conditions and potential impacts on intersection level of service; 2) alternative transportation modes, including bicycling, walking, and transit; 3) traffic safety; and, 4) parking. The study area encompasses the intersections of West Spain Street/First Street West, East Spain Street/First Street East, East Napa Street First Street East, and nearby transportation facilities,

such as the Casa Grande parking lot, bike paths, sidewalks, and transit stops. All of the streets addressed in the study are two-lanes, with parking on both sides. All of the study intersections are four-way, stop-sign controlled.

As noted in Policy 1.5 of the Circulation Element, acceptable LOS for most intersections is defined as LOS D or better. However, the policy specifically exempts the five intersections surrounding the Plaza from the LOS standards in order to prioritize pedestrians. This policy notwithstanding, a 2016 decision by the California Court of Appeal in *East Sacramento Partnership for a Livable City v. City of Sacramento, et al.* found that “compliance with a general plan policy does not conclusively establish there is not a significant environmental impact.” Therefore, while the study intersections analyzed are exempt from the City’s LOS D policy, this exemption does not relieve the need for the determination of potential impacts to intersection operations at the study intersections. Given this context, CEQA transportation impact criteria were developed based on local state of the practice and applicable goals and policies in the City’s Circulation Element.

Using these criteria, the three study intersections were evaluated for the highest one-hour volume during the weekday evening (4:00 PM to 6:00 PM) and weekend midday (11:00 AM to 2:00 PM) periods. This approach was used to establish existing conditions and to assess existing plus Project as well as cumulative conditions projected for the year 2040. The results of the LOS calculations indicate that all three study intersections currently operate at LOS B under Existing Conditions during both the weekday afternoon peak hour and weekend midday peak hour. This indicates that the intersections operate acceptably from a volume-to-capacity standpoint. With the addition of Project-generated trips, the results of the intersection operations analysis indicate that all three study intersections would operate at LOS C or better under existing conditions. Under cumulative conditions, the addition of project trips to First Street East/East Napa Street would exacerbate LOS E operating conditions in the weekend midday peak hour and increase the average delay at the intersection by more than 5.0 seconds. Using the significance criteria set forth above, the impact to this intersection is a significant impact. All other study intersections operate at LOS D or better after the addition of project trips; therefore, the impacts at these intersections under cumulative conditions are less-than-significant.

To mitigate the cumulative impact at the intersection of First Street East/East Napa Street, two alternative mitigation measures were identified by the Traffic Consultant:

1. Curb Extensions at First Street East/East Napa Street. Under this option, the Project will fund (on a fair share basis) construction of curb extensions on the northwest corner of the First Street East/East Napa Street intersection.
2. Bus Parking Improvement in Casa Grande lot. Under this option, the Project would fund or implement upgrades to the existing tour bus loading zone in the Casa Grande parking lot, including a clear, ADA-compliant pedestrian connection linking the existing tour bus parking area to the Plaza. The goal of this improvement would be to eliminate the need for tour buses to drop-off and pick up passengers in the Plaza Horseshoe.

Based on Circulation Element Policies 1.5 and 1.6, the Initial Study found that the implementation of either option would reduce the impact on traffic and pedestrian conditions to less-than-significant with mitigation. However, based on the elimination of the proposed 10,065 square-foot basement level

expansion area, the Traffic Engineer has determined that the trip generation associated with the Project would be reduced such that the cumulative impact at the intersection of First Street East/East Napa Street would be avoided. Therefore, subject to Mitigation Measure 5.a.1, Project impacts on traffic and pedestrian conditions would be mitigated to a less-than-significant with mitigation and neither of the mitigation alternatives identified in the Transportation Impact Analysis would be required.

No on-site parking is proposed in conjunction with the building expansion associated with the proposed Project. Although, under CEQA, parking is not normally considered to be an area of potential impact, because of the documented shortage of on-street parking in the Plaza area and the potential for commercial parking to encroach into residential areas, the issue of parking is addressed in the consideration of potential traffic impacts.

As detailed in section 7 of the Transportation Impact Analysis, included with the Initial Study, the estimated net new parking demand generated by the proposed project on weekday afternoons could be accommodated by the existing parking supply available. The estimated net new parking demand generated by the proposed project on weekend afternoons, however, would not be accommodated by the existing parking supply in the study area between 1:00 PM and 3:00 PM, as a net supply shortfall of 11 to 13 spaces would occur during this time period. Similarly, the net increase in parking demand would place a substantial strain on the existing parking supply on weekend afternoons during the 12:00 PM to 1:00 PM and 3:00 PM to 4:00 PM time periods.

However, with the elimination of the 10,065-square foot basement level, as required under Mitigation Measure 5.a.1, the Project impact on the existing parking supply would be greatly reduced. Nonetheless, because the Project proposes to add building area without off-setting parking, the payment of a parking in-lieu fee is still required.

In summary, with the implementation of the mitigation measures identified above, impacts in the area of transportation and traffic will be less-than-significant.

- F. *Sanitation Infrastructure.* The Project proposal was referred to the Sonoma County Water Agency (SCWA) and the Sonoma County Department of Permits and Resource Management (PRMD) for comment with respect to wastewater infrastructure. These agencies note that their modeling of the sanitation system infrastructure in the vicinity of the project indicates that the main on Broadway between West Napa Street and Newcomb Street may be approaching capacity under peak conditions, such as occur in period of heavy rainfall. To address this issue, projects determined to contribute to this problem are required to pay for or to implement upgrades to segments of the affected main, based on system capacity simulations performed under the supervision of the SCWA. Applying the ESD generation factors established by District to the proposed additional uses, a preliminary estimate of the net increase in ESDs generated by the project is 12.39, as set forth in the Table below.

Building Expansion and Increase in ESDs		
Use	Building Area (square feet)/Seating	Preliminary ESD Estimate (1)
Increased area of multi-tenant marketplace (restaurant)	79 Seats	7.11

Wine Bar	42 Seats	4.2
Wine/Cheese sales	6,757	1.08
Back of House/Storage	2,701	0
Total	13,635	12.39

1. Based on "Equivalent Single Family Dwelling Unit ESD for the Sonoma Valley County Sanitation District", as follows:
 - A. Restaurant (63 indoor seats and 16 outdoor seats): 0.09 ESDs/seat.
 - B. Wine Bar (42 seats): 0.10 ESDs/seat.
 - C. Retail: 0.16 ESDs/1,000 square feet.

The possibility that the increase in ESDs generated by the project could adversely affect the capacity of the local sanitation collection system, represents a significant impact, for which mitigation is required:

Mitigation Measure 17.b: *Prior to the issuance of any building permit, the Applicant shall provide the Sanitation Section of PRMD with a statement from the Sonoma County Water Agency (SCWA), addressing the estimated net increase in ESD generation resulting from the project. If it is determined by SCWA that modeling of potential capacity impacts on the Broadway main is warranted, the Applicant shall undertake to have this study prepared, subject to the review and approval of the SCWA. Based the outcome of any required capacity modeling, the Applicant may be required to implement measures to compensate for any shortfall in the capacity in that area of the existing system.*

With the implementation of this mitigation measure, the Initial Study found that potential project impacts on the capacity of the sanitation collection system would be less-than-significant with mitigation.

- G. *Landfill Capacity.* The County of Sonoma owns the Central Disposal Site and four other transfer stations located throughout Sonoma County. The Central Disposal Site landfill, located at 500 Mecham Road in Petaluma, California, accommodates solid waste from the City of Sonoma. The Central Disposal Site has a permitted capacity of 19.59 million tons (32.65 million cubic yards). This site includes two landfills, including Landfill 1, which has a permitted capacity of 18.27 million tons (25.65 million cubic yards), and Landfill 2, which has a permitted capacity of 4.98 million tons (7.0 million cubic yards). Landfill 1 currently contains approximately 12.83 million tons (21.38 million cubic yards) of solid waste, and Landfill 2 currently has 1.12 million tons (1.87 million cubic yards) of solid waste. Therefore, remaining capacity at Landfill 1 is 5.44 million tons (4.27 million cubic yards), and remaining capacity at Landfill 2 is 3.86 million tons (5.13 million cubic yards). Further, permitted daily tonnage at the Central Disposal Site is 2,500 tons; however, average daily tonnage is 1,250 tons. Therefore, the landfill is currently receiving less than its permitted daily tonnage of solid waste.

According to the Sonoma County Waste Management Agency, there is sufficient capacity at these facilities to accommodate the project. However, to ensure compliance with the waste diversion programs required under the California Integrated Waste Management Act of 1989 (AB939) the following mitigation measure has been included to address recycling.

Mitigation Measure 17.f: *The project applicant shall be required to prepare and implement a recycling plan for the major materials generated through demolition of existing building elements and replacement construction and shall identify the means to divert these materials away from landfill disposal. Typical materials included in such a plan are soil, brush and other vegetative growth, sheetrock, dimensional lumber, metal scraps, cardboard packaging, and plastic wrap.*

With implementation of Mitigation Measure 17.f above, the Initial Study found that solid waste generated by the project would have a less-than-significant impact on landfills that serve the City of Sonoma.

The Initial Study demonstrates that each of the potentially-significant impacts of the project can be reduced to a less-than-significant level through the implementation of specified mitigation measures.

CITY OF SONOMA PLANNING COMMISSION

RESOLUTION

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF SONOMA APPROVING A USE PERMIT FOR THE SONOMA CHEESE FACTORY RECONFIGURATION AND EXPNSION PROJECT, LOCATED AT 2 WEST SPAIN STREET

WHEREAS, applications for a Use Permit has been submitted to the City to reconfigure and expand the Sonoma Cheese Factory building as a multi-tenant marketplace featuring locally-sourced artisan foods, cheeses, baked goods, wine, coffee, and other related food and non-food products. The project would increase building area on the site by 13,603 square feet, for a total of 25,000 square feet. Two restaurant tenant spaces are proposed, with combined seating of 63 indoor seats and 16 outdoor seats, ("Project"); and

WHEREAS, the City of Sonoma ("City") determined that the Project requires review pursuant to the California Environmental Quality Act ("CEQA") (Pub. Resources Code, section 21000 et seq.) and an Initial Study was prepared to evaluate the potential environmental effects of the Project; and

WHEREAS, following the preparation and circulation of the Initial Study in accordance with CEQA the Planning Commission, at a duly-noticed meeting held on March 22, 2018, reviewed, considered, and discussed the Initial Study/Mitigated Negative Declaration and the applications for Use Permit approval for the Project; and

WHEREAS, the Planning Commission, by the adoption of a Resolution, adopted a Mitigated Negative Declaration at a duly-noticed public hearing held on March 22, 2018; and

WHEREAS, the Planning Commission considered the Initial Study and Mitigated Negative Declaration prior to taking any action on the Project.

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission hereby finds and declares as follows:

I. Record

- A. The record of proceedings ("Record") upon which all findings and determinations related to the Project and the Initial Study/Mitigated Negative Declaration are based includes, but is not limited to:
1. The Initial Study/Mitigated Negative Declaration, and the appendices, technical reports and all other documents, cited in and/or relied upon in preparing the Mitigated Negative Declaration/Initial Study;
 2. The staff reports, City files, records and other documents, and all other information (including written evidence and testimony) prepared for and/or submitted to the Planning Commission relating to the Initial Study/Mitigated Negative declaration or the Project;
 3. All information (including written evidence and testimony) presented to the City by the environmental consultant and sub consultants who prepared the Initial Study, or incorporated into reports presented to the Planning Commission and/or City Council;
 4. All information (including written evidence and testimony) presented to the City by other public agencies relating to the Initial Study or the Project;

5. All documentary and oral evidence received at public workshops, meetings, and hearings or submitted to the City during the comment period relating to the Mitigated Negative Declaration/Initial Study, or for the Project;
 6. All applications, letters, testimony and hearing presentations given by any of the project sponsors or their consultants to the City in connection with the Project;
 7. All information (including written evidence and testimony) presented to the City by members of the public relating to the Mitigated Negative Declaration/ Initial Study or the Project;
 8. For documentary and information purposes, the General Plan, its related environmental document, the Sonoma Municipal Code and all other City-adopted land use plans and ordinances, including, without limitation, specific plans, guidelines and ordinances;
 9. All other matters of common knowledge to the Planning Commission and City Council including, but not limited to, City, state, and federal laws, policies, rules, regulations, reports, records and projections related to development within the City of Sonoma and its surrounding areas.
 10. The evidence, facts, findings and other determinations set forth in this resolution: and
 11. All other documents comprising the record of proceedings pursuant to Public Resources Code section 21167.6(e).
- B. The findings contained in this Resolution are based upon the evidence in the entire Record relating to the Project. All the evidence supporting these findings was presented in a timely fashion, and early enough to allow adequate consideration by the City. References to specific reports and specific pages of documents are not intended to identify those sources as the exclusive basis for the findings.
- C. The custodian of the documents and other materials that constitute the record of proceedings on which the City's decision is based is the City Clerk, or designee. Such documents and other materials are located at Sonoma City Hall, No. 1 The Plaza, Sonoma, CA 95476. (Pub. Resources Code, § 21081(a)(2); Guidelines, § 15091(e).

II. Use Permit Findings

In accordance with section 19.54.040.E of the Sonoma Municipal Code, the Planning Commission has determined that the Sonoma Cheese Factory Reconfiguration and Expansion Project, as subject to the conditions of approval/mitigation monitoring program, is consistent with the findings required for Use Permit approval, specifically, the Planning Commission hereby makes the following findings based on the facts contained in the Record as a whole, including, but not limited to those set forth below.

A. The proposed use is consistent with the General Plan. The property has a General Plan land use designation and corresponding zoning designation of Commercial. As set forth in the General Plan, the definition of the Commercial land use designation reads as follows:

This designation is intended to provide areas for retail, hotel, service, medical, and office development, in association with apartments and mixed-use developments and necessary public improvements. Schools, day care facilities, fire stations, post offices, emergency shelters, and similar activities may be allowed subject to use permit review. Heavy manufacturing and industrial uses are not allowed.

The definition includes specific reference to retail development, which the category of use proposed by the Project. In addition, the Planning Commission finds the project, as modified by the conditions of approval/mitigation monitoring program (Exhibit "B"), to be consistent with applicable General Plan policies as set forth in Exhibit "A", attached hereto and incorporated herein by reference. There is no Specific Plan applicable to the Project site.

B. The proposed use is allowed with a conditional Use Permit within the applicable zoning district and complies with all applicable standards and regulations of the Development Code (except for approved

Variances and Exceptions). The property is located within a Commercial (C) zoning district, which is applied to areas appropriate for a range of commercial land uses including retail, tourist, office, and mixed-uses. With more than three retail vendors/tenants, the marketplace falls under the definition of a shopping center and is therefore subject to review and approval of a Use Permit by the Planning Commission. In addition, restaurant uses and other businesses that prepare and sell food/beverages are subject to review and approval of a Use Permit by the Planning Commission.

Project consistency with the development standards associated with development in the Commercial Zone within the Downtown District is summarized in the table below.

Summary of Development Code Compliance: Development Standards		
Development Feature	Development Code Allowance (SMC Chapter 19.32, Table 3-24)	Project
Building Setbacks	Front/Streetside: 0 ft; Side: 0 ft.; Rear 0 ft	Front/Streetside: 0 ft; Side: 0-23 ft.; Rear 10 ft
Floor Area Ratio	2.0	1.23
Building Coverage	100%	73%
Maximum Roof Height	30 feet	20-24 feet
Open Space	1,830 sq. ft.	5,400 sq. ft.
Parking	12 off-street spaces required	Proposes to pay in-lieu fee, pursuant to Section 19.48.050.C of the Development Code.

As shown in the preceding Table, the Project is substantially consistent with the applicable standards and requirements of the Development Code, contingent upon the City Council's acceptance of the payment of a parking in-lieu fee, as allowed for in Section 19.48.050.C of the Development Code.

C. The location, size, design, and operating characteristics of the proposed use are compatible with the existing and future land uses in the vicinity, as follows:

1. Location: The Project would be developed on a Commercially-zoned site generally characterized by commercial uses to the west, the Sonoma Historic Park to the east, and the Plaza park to the south.
2. Size: The Project complies with Development Code standards regulating building height, coverage and Floor Area Ratio.
3. Design: The Initial Study analysis of the project's visual compatibility concluded that it would have a less-than-significant impact, meaning that it would not substantially degrade the visual character of the site or its surroundings. With respect to City of Sonoma development standards and guidelines regulating design issues, the Project complies with setback, coverage, and Floor Area Ratio. As detailed in Section II.D of this Resolution, the Project is consistent with the *Downtown Sonoma Historic Preservation Design Guidelines*, adopted by the City Council in March 2017.
4. Operating Characteristics: The proposed Project calls for pedestrian-oriented retail uses on a commercial site within the downtown area of Sonoma that is zoned for such activities. The Initial Study prepared for the Project included evaluation of the following topic areas related to compatibility: aesthetics, air quality, cultural resources, hazardous materials, noise, traffic and transportation. The Initial Study concluded that, subject to mitigation measure which have been incorporated into the Conditions of Project Approval, the potentially significant effects of the Project would be mitigated to a level of less-than-significant.

D. *The proposed use will not impair the architectural integrity and character of the zoning district in which it is to be located.* In order to protect the historic and architectural character of downtown Sonoma, the City Council adopted the *Downtown Sonoma Historic Preservation Design Guidelines* in March 2017. These guidelines are explicitly based on the Secretary of Interior Guidelines for Historic Preservation, in conjunction with a detailed analysis of the context and conditions of Sonoma's downtown area. Specifically, the project is evaluated in terms of Chapter 5: *"Guidelines for Additions to Existing Buildings."* Because the project site is located within Sub-Area 1 of the Downtown District, which comprises the area of encompassed by the Sonoma Plaza National Historic Landmark and the Sonoma Plaza National Register Historic District, the guidelines are to be applied more strictly than would be the case otherwise. As set forth in Section 3 of the Guidelines: *"In general, the subareas are categorized hierarchically — guidelines in Sub-Area 1 are applied the most strictly, while some flexibility is allowed in Sub-Area 2, and the greatest amount of flexibility applies to Sub-Area 3. However, the intent of the guidelines remains consistent throughout all sub-areas, and applicable guidelines will be dependent upon the type of project and the historic status of the building or its adjacencies."* An analysis of Project consistency with the applicable design guidelines is set forth below:

Review of Project Consistency with the Downtown Sonoma Historic Preservation Design Guidelines	
Guideline	Analysis
<i>5.1.1 Respect the massing and scale of the main building when designing an addition.</i>	
Let the existing height and width of the main building dictate the size of the addition. Appropriate scale and massing are important considerations to ensure that an addition does not overwhelm the primary building. Additions should be subordinate to the main building.	The height of the addition, as proposed (24'-6" feet), would be less than that of the peak height of the retained building element. As viewed from the street, the width of the addition on the east side, which is the most exposed to public views, would be somewhat narrower than the existing building. On the west, the addition would extend outward by approximately 10 feet in comparison to the existing building. However, this extension is set back 25 feet from the face of the existing building, including an inset "hyphen" connection, and views of this building element are limited by the presence of an adjoining zero-lot line commercial building.
Avoid creating additions that exceed the height and/or width of the main building. Additions that exceed the height of the main building can be set back, often by construction of a "hyphen" or "recessed joint" connecting the two volumes. Ideally, from the street, the roofline of the addition should not be visible above the roofline of the original building.	The height of the addition would not exceed the peak height of the retained historic building element. The addition is connected to the retained building element by an inset hyphen connection. When viewed head-on from the south, the roof of the addition would not be visible above the retained building element. The roof of the addition would be visible from public views from the east, but this is already the case with the existing building.
Consider adjacent properties when sizing an addition. Side additions should not encroach on neighboring side yards and the overall rhythm and spacing of the neighborhood.	Although taller than some of the building segments it replaces, the addition has been designed to better complement the historic Servant's Quarters building on the adjoining State Park's property by presenting a neutral backdrop and eliminating and/or screening roof-mounted mechanical equipment. On the west, the addition makes an appropriate transition to the adjoining building on the west, by stepping down from the height of the Cheese Factory building.

Review of Project Consistency with the Downtown Sonoma Historic Preservation Design Guidelines	
Guideline	Analysis
<i>5.1.2 Locate additions where they will be least visible from the public right-of-way and do not distract from the main building.</i>	
Avoid obscuring or removing character-defining features when creating an addition.	The character defining features of the Cheese Factory building will be retained.
Construct additions at the rear of a historic building whenever possible. This strategy maintains the historic visual impression of the building as seen from its front, as well as the overall streetscape pattern as experienced in the public realm.	The addition would be constructed behind the front-facing portion of the Cheese Factory building, which will be retained. Due to its size, design, and placement, the addition will maintain the existing visual impression of the Cheese Factory building as viewed from Spain Street and the Plaza and not substantially alter the existing visual rhythm of the Spain Street streetscape.
Avoid making additions to primary façades. Additions to primary façades of historic buildings are not considered appropriate because they obstruct the building's appearance from the street and diminish the building's integrity.	The primary facade of the Cheese Factory building will be retained unaltered.
<i>5.1.3 The design of an addition should be compatible with the original building and respect its primacy.</i>	
The architectural style of the addition should aim to be compatible yet differentiated from the historic building. This can be achieved through sensitive scale and massing, as well as simplified references to character-defining features or ornamentation of the original building.	<p>As viewed from the east and southeast, the addition has a simple, streamlined, rectangular form echoing that of the building element to be retained. The addition would take the form of a glass and aluminum curtain wall with an upper stucco element, covered by a vertical wood screen.</p> <p>The south-facing building extension on the west would be faced with a stone veneer, matching stone planters located along the eastern pedestrian way. The window on this building element would reference but not mimic the window design of the building element to be retained.</p> <p>The rear of the addition, which faces the Casa Grande parking lot, would feature both a wood-screened curtain wall and a stone veneer element, as well as a limited area of metal paneling.</p> <p>The building addition would be further differentiated by an inset hyphen connection to the primary building element. The proposed design and materials are intended to complement the historically-significant building element without competing with it.</p>
Reference the distinctive architectural features of original structures and use similar forms and materials to achieve compatibility, including: door and window shapes, size, and type; exterior materials; finished floor height; roof pitch, style, and material; trim and decoration.	The streamlined forms of the addition and its flat roof are compatible with the Streamline Modern/International architecture of the Cheese Factory building. The design of the window on the south-facing element of the addition makes reference to the window design on the face of the historic building element. The stone veneer complements but does not copy the orange glazed tile used on the primary building element.

Review of Project Consistency with the Downtown Sonoma Historic Preservation Design Guidelines	
Guideline	Analysis
When an addition has decorative features that are similar to those found on the original building, design these features to be slightly different in size and/or spacing, so as to be distinguished from the building's historic features.	Not applicable. The proposed building addition would not replicate decorative features.
Avoid matching the addition too closely to the historic building and creating a false impression that the addition is an original feature.	The addition does not employ the highly distinctive "Streamline Modern/International" architecture of the historic Cheese Factory building.
Avoid designing an addition in a style, scale, and material palette that contrasts significantly with the historic building, simply for the sake of differentiation.	The design of the proposed addition is intended to result in a neutral backdrop that gives primacy to both the historic Cheese Factory and the adjoining Servants Quarters building on the State Parks property. The height of the addition is less than that of the historic Cheese Factory building.
Maintain roof forms that complement the existing building and the identified architectural style. Typically, the shape and pitch of the addition roof should echo that of the main building.	As viewed from the Plaza and the sidewalks adjoining the subject property, the Cheese Factory building has a flat roof. The proposed addition would also employ a flat roof, but at a somewhat reduced height.
If an addition is clad in clapboard or wood shingle, choose new siding that has a subtly different profile or dimension than that of the original building. This would allow the addition to read as a later change upon close inspection.	The addition would not be clad in clapboard or wood shingle.
Materials used for additions should be similar to those found on the main building. High-quality and durable materials are encouraged.	Because the primary views of the addition occur in conjunction with the historic Servants' Quarters building adjoining on the east, the materials used—in particular the wood screen—are designed to be compatible with both the historic Cheese Factory and the Servant's Quarters building (which is clad in wood and adobe). The proposed addition would be constructed with high-quality, durable materials (wood, glass, stone cladding).
Do not attempt to differentiate an addition simply by using a contrasting paint color scheme. New colors and accent schemes should be compatible with those used on the original building.	The addition would be differentiated both in its use of materials and overall design. The precise selection of colors and materials would be subject to the review and approval of the Design Review and Historic Preservation Commission.
<i>5.1.6 Demolishing character-defining features and volumes in order to accommodate new additions diminishes the overall historic character of the building and should be avoided.</i>	
New work should be planned carefully to avoid significant impacts to the building's historic integrity. Whenever possible, elect instead to make alterations and additions in areas where non-historic change has already occurred (see 5.1.7).	The historically-significant element of the Sonoma Cheese Factory building will be retained. Replacement building area proposed with the Project would replace non-historic additions.
Avoid demolishing historic features that define the character of the building, in particular those that can be seen from the public right-of-way on front and secondary façades.	The front portion of the Sonoma Cheese Factory Building, which has been found to be historically-significant, will be preserved.

Review of Project Consistency with the Downtown Sonoma Historic Preservation Design Guidelines	
Guideline	Analysis
<i>5.1.7 Depending on the building's historic designation, existing additions and alterations that occurred during the period of significance for the Sonoma Plaza National Historic Landmark (1821-1848) and/or the Sonoma Plaza National Register Historic District (1835-1944) may contribute to the building's historic character.</i>	
Whenever possible, avoid demolishing additions and alterations that date to the building or district's period of significance, as they can provide a physical record of historic development patterns.	The historically-significant portion of the Cheese Factory building was constructed in 1945 and the later additions were constructed in the 1950's, outside of the period of significance.
Not every older addition or alteration is character defining. Consult with preservation professionals regarding the relative importance of any particular historic addition or alteration to the original building.	As set forth in the Initial Study, the historic significance of the Cheese Factory Building, including all of its additions, has been evaluated by a qualified professional.

In summary, the Project is substantially consistent with the Downtown Sonoma Historic Preservation Design Guidelines concerning additions to existing buildings and is therefore considered to be compatible with the architectural integrity and character of downtown Sonoma.

III. Project Approval

Based on the findings set forth in this Resolution, the City Council hereby grants approval of a Use Permit; for the Project, subject to the Conditions of Approval and Mitigation Monitoring Program set forth in Exhibit "B", attached hereto and incorporated herein by reference. The foregoing Resolution is hereby passed and adopted by the Planning Commission on March 22, 2018, by the following vote:

AYES:
NOES:
ABSENT:

Exhibit "A"

Review of Consistency with the Altamira Affordable Apartment Project and the City of Sonoma 2020 General Plan

Exhibit "B"

Conditions of Project Approval/Monitoring Program

Exhibit “A”

Summary of General Plan Policy Consistency	
General Plan Policy	Project Consistency
Community Development Element	
Require pedestrian and bicycle access and amenities in all development. (CD 4.4)	The Project will enhance a pedestrian connection linking the Plaza with the Casa Grande parking lot.
Protect important scenic vistas and natural resources, and incorporate significant views and natural features into project designs. (CD 5.3)	As discussed in Section 1 of the Initial Study, the Project will not have a significant impact on scenic vistas.
Preserve and continue to utilize historic buildings as much as feasible. (CD 5.4)	The proposed project will renovate a historic structure and would continue its historic association with cheese-making.
Local Economy Element	
Focus on the retention and attraction of businesses that reinforce Sonoma’s distinctive qualities – such as agriculture, food and wine, history and art – and that offer high-paying jobs. (LE 1.1)	The Project would highlight local agriculture and food production. The Project’s focus on higher-end food products would tend to support higher paying jobs compared to other forms of retail development.
Encourage the continued production of agricultural commodities within the city and local-serving agricultural marketing opportunities. (LE 1.4)	The Project will provide retail opportunities for locally produced food products.
Preserve and enhance the historic Plaza area as a unique, retail-oriented commercial and cultural center that attracts both residents and visitors. (LE 1.8)	The Project will preserve and renovate a historic building and provide a unique retail environment serving both residents and visitors.
Environmental Resources Element	
Preserve habitat that supports threatened, rare, or endangered species identified by State or federal agencies. (ER 2.2)	As discussed in Section 4 of the Initial Study, the Project site does not support any threatened, rare, or endangered species identified by State or federal agencies.
Protect and, where necessary, enhance riparian corridors. (ER 2.3)	As discussed in Section 4 of the Initial Study, the Project site does not support any riparian corridors.
Protect Sonoma Valley watershed resources, including surface and ground water supplies and quality. (ER 2.4)	As discussed in Section 9 of the Initial Study, the Project will not have a significant impact on groundwater resources.
Require erosion control and soil conservation practices that support watershed protection. (ER 2.5)	The Project will incorporate erosion control and soil conservation practices that support watershed protection (see Section 4 of the Initial Study).
Preserve existing trees and plant new trees. (ER 2.6)	There are no significant trees on the site as defined in the City’s Tree Ordinance (SMC 12.08).

Require development to avoid potential impacts to wildlife habitat, air quality, and other significant biological resources, or to adequately mitigate such impacts if avoidance is not feasible. (ER 2.9)	The Project would have no impact on biological resources. In addition, a Mitigation Measure has been identified to reduce potential impacts on Air Quality to a less-than-significant level (see Section 3 of the Initial Study).
Encourage construction, building maintenance, landscaping, and transportation practices that promote energy and water conservation and reduce green-house gas emissions. (ER 3.2)	The Project provides for roof-top solar panels, low-water use landscaping, and the use of sustainable building materials. The Project complies with applicable local policies aimed at reducing greenhouse gas emissions (see Section 7 of the Initial Study).
Circulation Element	
Ensure that new development mitigates its traffic impacts. (CE 3.7)	Required mitigation measures reducing the size of the Project by 10,065 square feet will avoid significant impacts on nearby intersections.
Public Safety Element	
Require development to be designed and constructed in a manner that reduces the potential for damage and injury from natural and human causes to the extent possible. (PS 1.1)	The Project will not be constructed within a flood zone. The Project will be constructed in accordance with seismic safety standards and will include a fire sprinkler system.
Ensure that all development projects provide adequate fire protection. (PS 1.3)	
Noise Element	
Apply the following standards for maximum Ldn levels to citywide development: 65 Ldn: For outdoor environments around commercial and public buildings (libraries and churches).. (NE 1.1)	As discussed in Section 12 of the Initial Study, the Project was evaluated in accordance with the Noise Assessment Guide. The Project will comply with State and local noise standards.
Evaluate proposed development using the Noise Assessment Guide and require an acoustical study when it is not certain that a proposed project can adequately mitigate potential noise impacts. (NE 1.4)	



P.O. BOX 766 SONOMA, CA 95476 • SONOMALEAGUE.ORG

RECEIVED

JAN 23 2018

Preserving Sonoma since 1969

January 17, 2018

CITY OF SONOMA

TO: City of Sonoma Planning Commission
No. 1 The Plaza
Sonoma, CA 95476

RE: Sonoma Cheese Factory Project


The Sonoma League for Historic Preservation has reviewed Carlin Company's proposal for the Sonoma Cheese Factory building at 2 West Spain Street, including the project's Historical Resources Evaluation and follow-up Project Review Memorandum by Page & Turnbull. Steve Carlin and Lloyd Llewelyn also gave a presentation to the League, which our entire membership was invited to attend.


After careful consideration, the League's Board of Directors voted to support the project, as it maintains the historic integrity of the building. We concur with Page & Turnbull's findings that, "the project appears sensitive and compatible with the Sonoma Cheese Factory as well as the historic resources in Sonoma State Historic Park."

The proposed project continues to associate the building with its historic use, and the applicants have been sensitive to the neighboring properties. We believe the shifting of the pedestrian walkway from the West side of the building to the East, thereby creating a wider berth between the Cheese Factory and the Casa Grande Servants' Quarters, will better protect the Servants' Quarters than the current situation. It also will better showcase Sonoma's history for pedestrians.

Thank you very much for your consideration. If you should have any questions about the League's position on this item, please contact the Chair of our Civic Advocacy Committee, Gina Cuclis, ginacuclis@gmail.com.

Regards,


Prema Behan
President


Gina Cuclis
Civic Advocacy Chair

Subject: FW: bringing napa to sonoma?

Date: Monday, March 5, 2018 at 11:25:52 AM Pacific Standard Time

From: CityHall Mailbox

To: David Goodison

See below...

Rebekah Barr, MMC

Rebekah Barr
City Clerk/Exec Assistant
City of Sonoma
No. 1 The Plaza
Sonoma, CA 95476

[707] 933-2216 Phone
rbarr@sonomacity.org
www.sonomacity.org

From: liz brand [mailto:lizbrand@yahoo.com]

Sent: Sunday, March 04, 2018 8:44 PM

To: CityHall Mailbox <CityHall@sonomacity.org>; Planning <planning@sonomacity.org>

Cc: Elizabeth Brand <lizbrand@yahoo.com>; Bill Brand <bbrand@earthlink.net>

Subject: bringing napa to sonoma?

Dear Sir or Madam,

As an anti-development, pro-rustic abhorrent-of-change kind of gal, I am against turning Sonoma into a Napa or an anywhere else for that matter. Why not do something creative and unique with the Cheese Factory? Why do the same development available in S.F., Napa, and elsewhere? Yaaawwn.

As noted in the attached article, the developers of the Ferry Bldg, and Oxbow Market are planning the same thing for Sonoma Cheese Factory. For me, if I want a fancy food court like in the city, I take the ferry over to S.F. ferry building. It's fun. If the same style of development is created in Sonoma, once inside, how does a person know where he is until he steps outside?

Besides this news, I noticed that somebody posted fancy 'Entering Bennett Valley Viticulture Area' signs around here. Yuk. I don't want my area promoted to anyone. Bennett Valley speaks for itself and doesn't require a sign to attract visitors. Population and wealth growth alone in the Bay Area will provide the visitors and growth in income that local tourist-trade businesses require to thrive in this area.

I'm scared to death of changes that could lead to over-crowding, over-pricing and a hollowing-out of my beloved Sonoma area. What gives this area charm is the rustic, rural nature, the family atmosphere, and the quiet charm of the area. We are so much more than wine: apples, olives, beer, open space, fishing, artisan cheeses, cattle farmers, horses, artists, theater, spiritual centers, and a community of working people building a future for themselves and their families.

What ever development agreed upon, I pray that preserving the uniqueness that is Sonoma be on the minds and in the hearts of the decision makers.

Thanks For Reading,
Elizabeth Brand
Glen Ellen, CA

Subject: Cheese factory comment for PC

Date: Sunday, March 4, 2018 at 8:21:54 AM Pacific Standard Time

From: Fred Allebach

To: Cristina Morris, David Goodison

Hi, I'd love to come to the Cheese Factory planning session, but I have a conflict with a meeting to help with a Know Your Rights meeting for the immigrant community.

A few comments on the Cheese Factory project:

One, the linkage to Depot Park is a great idea, to expand the Sonoma central venue experience towards the Depot Park museum, and other historical resources (Marcy House, State Parks venues along the bike path), and to local experiences that are not contingent on spending money for entertainment, or that will spend only the best \$3.00 there is to spend in Sonoma, for the State Parks one day ticket to four different venues, and to a free hike through the cemetery or Overlook/ Montini Trails.

Two, please keep in mind the overall intensity of the proposed project, and how that will effect other hoped for expansions of tourism, and that business interests are not the only interests in town, and that residents would like to have a Plaza that is not entirely overrun by constant commercial activity and hype to draw ever more and more tourists.

I would suggest toning the scale of the project down, maybe by 35 to 40% to fit a preferred scale that favors the preservation of small town character, over a constant growth model. Sonoma can be "better, not bigger." Please see the following link to Eben Fodor's thesis about the myth of smart growth.

http://www.fodorandassociates.com/Reports/Myth_of_Smart_Growth.pdf

If the developer says they can't do the project without a certain amount of volume and returns, tell them to come back with a smaller project. Why? Because Sonoma has a municipal right to preserve its character, and not be beholden to, and roll over for every commercial interest that comes down the pike.

Three, keep in mind balancing the current glut of tasting rooms, alcohol venues, and restaurants, the proposed luxury hotel on Napa Street, and develop some sense of planning for balance, and an appropriate sustainable level of tourism. Which is to say, what is the *carrying capacity* of Sonoma, to keep its special character, before a rush to milk the goose that laid the golden egg actually ruins the authentic qualities that makes this place special.

That's my input for you.

best regards, Fred Allebach

Johanna M. Patri, AICP
P. O. Box 604
Sonoma, CA, 95476
707 996-6412
jmpatri@aol.com

Item #4
LATE MAIL

March 7, 2018

Delivered by e-mail

Please distribute to Planning Commissioners

City of Sonoma Planning Commission
Chair Person and Commissioners
Sonoma City Council
City of Sonoma
No. 1 The Plaza
Sonoma, CA 95476

**RE: Redevelopment and Expansion of the Sonoma Cheese Factory
 Staff Report and Mitigated Negative Declaration**

Dear Chair Person and Commissioners:

Please consider the following concerns and issues regarding the redevelopment and expansion of the Sonoma Cheese Factory:

1. Inadequate Transportation, Vehicle Miles Traveled (VMT), Air Quality and Greenhouse Gas (GHG) Emissions Analysis of this Large-Scale Project

The proposed mitigated negative declaration fails to analyze Vehicle Miles Traveled (VMT) and promote the State's smart mobility goals, leading to the reduction of traffic and greenhouse gas (GHG) emissions, thereby aligning the City of Sonoma's long-range transportation plans and reduction of GHG emissions with the regional and State's long-range transportation plans.

Passed in 2013 by the State's Office of Planning and Research (OPR), SB743 replaces measuring "Level of Service" (LOS), a measure based on how many vehicles pass through an intersection within a given time, to assessing overall VMT, which reflects State Legislative policy to more appropriately address the bigger picture of traffic congestion management related to infill development and reduction of GHG emissions.

Many agencies (Pasadena and San Francisco for example) have adopted the VMT methodology in place of LOS for all CEQA determinations and are using VMT models most notably for local climate action plans and to quantify and verify a project's impact on GHG emissions more definitively and accurately. The City of Sonoma has the authority to require use of VMT metrics. The goal here is to reduce GHG emissions not only by tourists, visitors, and local residents, but by the local and regional work force that this large-scale and intense use project will require. Analyzing VMT, better addresses greenhouse gas emissions and climate change than LOS.

2. Questionable Parking Analysis and Requirements:

The Cheese Factory Expansion more than doubles the existing floor area, and adds new uses including two new restaurants, plus intense increases in food service and customer seating. The Development Code (Section 19.48.040 Number of Parking Spaces Required) states that existing structures that face the plaza require additional parking when the new use results in one of the following:

1. An increase in square footage of the structure; or
2. An off-street parking requirement that exceeds one parking space for each 300 square feet of floor area.

Using the history of various "grandfathered" parking "credits" over the history of this property as it relates to the proposed expansion is questionable as these factors occurred after the adoption of the parking allocation ordinance of 1 space per 300 sf given to existing structures that face the Plaza. They created a valid "credit" for existing buildings around the Plaza. The Development Code when it was adopted in 2003. It states:

Expansion of Structure or Change in Use. When a structure is enlarged or increased in capacity, or when a change in use requires more parking than the previous use, additional parking spaces shall be provided in compliance with this chapter. The number of parking spaces required for an addition to a structure shall be based on the parking requirement associated with the entire structure.

The original cheese making "manufacturing" space would have had a parking ratio of 1 space per 500 square foot. The storage areas and aging buildings behind the "manufacturing" space, were "warehouse" uses, with 1 space per 1,000 sf parking ratios. I doubt any analysis was done on the added parking that this 1985 "remodel" from "manufacturing & warehousing" to "retail" parking ratios.

In this newly proposed expansion of the Cheese Factory, new and intensified uses, where will the resultant increase in employees park – on surrounding residential streets?? What are the provisions for employee parking??

3. Nexus Requirement for In-Lieu Fees for the Increase in Parking Demand

There is no finding of a nexus between the proposed mitigation in the form of an in-lieu parking/traffic fee in the proposed meager amount of \$60,000 to \$75,000 to off-set the increase in parking demand and improve capacity in a public, State-owned parking lot that will benefit the proposed development or mitigate the short-fall in parking or reduce the burden and impact of the proposed development on the current parking environment on the Plaza.

Furthermore, the staff report states that "As a result of participating in the support of a public parking facility, an owner or developer may receive a reduction in the total number of parking spaces required based on the number of spaces purchased in the public parking facility and subject to approval by the commission". What does this mean? That these "improvements" or "additional" parking spaces will be dedicated solely to the use Cheese Factory??

There are no calculations or analysis. One is just expected to believe this in-lieu fee will take care of the burden of additional parking on an already impacted Plaza.

While CEQA Guidelines acknowledge, and the Courts have stated, that mitigation measures must have an "essential nexus" to a legitimate government interest, and must bear a "rough proportionality" to the project's adverse impacts, the reverse is also true. Analysis and sufficient evidence must be presented that a mitigation measure (or condition of approval) is sufficient and proportionally reasonable to reduce an impact or burden of a proposed development.

The proposed development is a change and intensification of land uses. Are in-lieu fees adequate to solve the burden of parking on the plaza? Did the City use a proper baseline to calculate this fee? What is the baseline?

4. CEQA and Climate Change, Greenhouse Gas Emissions and Timing of Traffic Study

The accumulation of greenhouse gases in the atmosphere over time is already causing the climate to change with more significant changes to come. Since a key purpose of CEQA is to maintain the quality of California's environment, both now and into the future, reducing the risk of climate change is an important objective under CEQA.

- Lead agencies must analyze the greenhouse gas emissions of proposed projects, and must reach a conclusion regarding the significance of those emissions. (See CEQA Guidelines § 15064.4.)
- When a project's greenhouse gas emissions may be significant, lead agencies must consider a range of potential mitigation measures to reduce those emissions. (See CEQA Guidelines § 15126.4(c).)
- Lead agencies may significantly streamline the analysis of greenhouse gases on a project level by using a programmatic greenhouse gas emissions reduction plan meeting certain criteria. (See CEQA Guidelines § 15183.5(b).)
- CEQA mandates analysis of a proposed project's potential energy use (including transportation-related energy), sources of energy supply, and ways to reduce energy demand, including through the use of efficient transportation alternatives. (See CEQA Guidelines, Appendix F.)

The Initial Study addresses GHG emissions primarily through green energy building programs, but not through traffic. Furthermore, the timing of the traffic study is questionable. Traffic studies should be done during the peak season of traffic in order to know the true traffic and parking impacts.

5. Cumulative Impacts Must be Adequately and Fully Analyzed

CEQA requires that a Mitigated Negative Declarations (MND) must address and discuss cumulative impacts. CEQA provisions require that the MND must discuss cumulative impacts of a project when the incremental effect could be cumulatively considerable. A cumulative impact consists if an impact which is created as a result of the combination of the project evaluated together with other projects causing related impacts. An adequate discussion requires past, present, and probable future projects producing related impacts.

In Summary,

Analyzing VMT, better addresses greenhouse gas emissions and climate change than LOS.

How does the proposed in-lieu fee for the increase in parking demand provide adequate mitigation to presumptively justify an MND, when reviewed under CEQA?

What review has been done by the State of California to approve the intensity of this project and the construction mitigation measures in regards to the impact on the adjacent state park buildings?

What review has been done by the Department of the Interior for this project on the Plaza listed on the National Register of Historic Places?

I purport that almost doubling the size of the existing improvements and increasing the intensity of use of the retail space will have a great impact on the Plaza with negative consequences. In addition, no project should increase the demand for parking on the Plaza, which is already impacted.

I purpose that an independent reviews and analysis should be undertaken through an Environmental Impact Report, particularly to address:

Aesthetics

Cultural Resources

Land Use and Planning

Transportation and Traffic

Greenhouse Gas Emissions and Climate Change

Thank you for your consideration.

Respectfully submitted,

Johanna M. Patri

Johanna M. Patri, AICP
(American Institute of Certified Planners)

Cc. Cathy Capriola, City Manager
David Goodison, Planning Director

Cheese Factory Letter 3_8_2018 Sent to Planning Commission

Item #4
LATE MAIL

Carol Marcus
873 First Street West
Sonoma, CA 95476
707-996-4926

March 8, 2018

Sonoma Planning Commission
1 The Plaza
Sonoma, CA 95476

Re: Thursday's Agenda Item 4: Sonoma Cheese Factory

Dear Chairman Felder and Members of the Planning Commission,

The Cheese Factory proposal before you tonight is an ambitious one. The applicant is proposing to more than double the building's existing floor area. The applicant was previously granted entitlements to renovate the building's first floor, working within the existing footprint of the main building. The current proposal adds more area to the first floor of the building by enclosing the space between the Cheese Factory and Mary's Pizza. Though the Development Code may allow the applicant to build to their western property line, I feel this is where the applicant is asking too much.

The spaces between the buildings on the Plaza help create the rhythm of the experience of walking around the Plaza. Contrary to what the Initial Study concludes in its aesthetic impact section, I feel that allowing the building to be built to its western property line significantly impacts the views between the buildings, especially in the case of these buildings on the north side of the Plaza, where the views are to the hills. This slice of light and view may not seem "significant" now, but it will certainly be noticeable when it's gone.

While I favor the applicant's decision to locate a pedestrian walkway on the eastern side of the building, enlivening the space between the State Park and the Cheese Factory, I am not in favor of this coming at the expense of the currently entitled pedestrian outdoor space on the western side. This outdoor space is an opportunity to further enliven the pedestrian experience around the building. Some of the more memorable spaces around our Plaza occur in pedestrian walkways between buildings, for example, the Place des Pyrenees or El Paseo. The outdoor space included in the entitled design has great potential to become one of these kinds of spaces.

This proposal already represents a significant departure from the massing and scale of other buildings around the Plaza. I do not feel that the applicant should be allowed to further impact the "in between spaces" of the Plaza. I feel that the boundaries of the originally entitled footprint should be maintained.

I appreciate your taking the time to consider my comments.

Sincerely,

Carol Marcus

Item #4
LATE MAIL

MAR 9 11 2018

Planning Commissioners:

Additional information on "Shopping Centers". The BAAQMD CEQA guidelines do not have "Shopping Center" land use, just "Regional Shopping Center". So, the use of the term "shopping center", instead of "regional shopping center" leads to erroneous conclusions on which development project may fit a land use designation of "regional shopping center" for CEQA purposes. I have found various definitions for regional shopping center and they are all pretty much the same:

"A short definition of Regional Shopping Center: The largest type of shopping center, having one or more major department stores, a variety of retail stores, usually a bank or savings and loan, and common parking and management."

<http://legaldictionary.lawin.org/regional-shopping-center/>

For example, the 364,000-square-foot East Washington Place regional shopping center in Petaluma.

<http://www.northbaybusinessjournal.com/industrynews/4174516-181/group-sues-petaluma-over-approval>

All of the CEQA court cases and CEQA EIRs I have found for "regional shopping center" are for the type of development project identified above.

Examples of regional shopping centers:

- large regional shopping center: <https://www.ceqadevelopments.com/2015/10/13/fourth-district-addresses-ceqa-baseline-issues-in-partially-published-opinion-upholding-eir-for-carlsbad-shopping-mall-renovation/>
- 234-acre regional shopping center development: <https://www.ceqadevelopments.com/2014/04/14/some-ceqa-reminders-from-the-third-district-urban-decay-requires-actual-mitigation-when-identified-by-eir-as-a-significant-project-impact-and-be-careful-what-you-find/>
- 26-acre regional shopping center: http://resources.ca.gov/ceqa/cases/1977/raley_040777.html
- 61.3 acres <https://www.rmmenvirolaw.com/2014/08/california-clean-energy-committee-v-city-of-woodland/>
- 425,880 square feet: <https://planning.lacity.org/eir/CenturyPlan/Addendums/addendum2.pdf>
- approximately 55.1: http://www.rocklin.ca.us/sites/main/files/file-attachments/1_introduction.pdf
- approximately 63.5 acres/700,000-square feet: <http://www.ci.irwindale.ca.us/DocumentCenter/View/1207>

Being there is no land use of "shopping center", only "regional shopping center", and the Sonoma Cheese Factory is absolutely NOT a regional shopping center, the CEQA Initial Study used the wrong land use designation in regards to GHG emissions; thus, the Initial Study CANNOT be adopted.

Regards,
David Eichar

Other definitions of regional shopping center can be found here:

<https://www.realestateagent.com/real-estate-glossary/real-estate/regional-shopping-center.html>

http://jrdelisle.com/research/NewSCDef_V23_WP1.pdf

<http://chicagorealtor.com/wp-content/uploads/2014/10/Anatomy-of-a-Shopping-Center.pdf>

On 3/7/2018 4:48 PM, Cristina Morris wrote:

Planning Commissioners:

It has come to my attention that another problem with the Initial Study for the Cheese Factory expansion is in the area of the greenhouse gas emissions. CEQA Initial Study discussion on question 7a on greenhouse gas selected an incorrect land use of regional shopping center. This results in an inadequate CEQA Initial Study, which cannot not be adopted.

The Bay Area Air Quality Management District (BAAQMD) adopted CEQA guidelines. Chapter 3 of the guidelines contains screening criteria for various land uses. "If all of the screening criteria are met by a proposed project, then the lead agency or applicant would not need to perform a detailed air quality assessment of their project's air pollutant emissions." It is important to select the correct land use from table 3-1.

The proposed project includes expansion for restaurant as well as specialty food retail market. The specialty food retail portion of the project is closer to a supermarket than shopping center in use. Shopping centers have tenants in separate physical store with walls, while a supermarket has various sections of food within one open building.

The screening criteria for a shopping center projects is less than 19,000 square feet; while for a Quality Restaurants is 9,000 square feet; High Turnover Restaurant is 7,000 square feet , and a Supermarket is 9,000 square feet. Since the project would increase building area on the site by 13,603 square feet, the project exceeds the screening criteria; thus, a detailed air quality assessment of their project's air pollutant emissions is required to be performed. The Planning Commission should therefore not adopt the Initial Study.

http://www.baaqmd.gov/~media/files/planning-and-research/ceqa/ceqa_guidelines_may2017-pdf.pdf?la=en

Regards,
David Eichar

MAR 07 2018
LATE MAIL
#4

City of Sonoma

#1 The Plaza
Sonoma CA 95476

From: "Susan J. Dorey" <susan@susandoreydesigns.com>

Date: Wednesday, March 7, 2018 at 8:10 PM

To: David Goodison <davidg@sonomacity.org>

Subject: Cheese Factory project

I have seen the drawings to replace the Cheese Factory with a large Oxbow-style market. My comments:
It is too big for its location in downtown Sonoma. The Oxbow Market, in contrast, is on the east side of Napa, not downtown.

Size wise it will overwhelm our Sonoma Barracks and the Historic Park.

We are left to choose between our heritage, which is why people come here, or tourist food.

Parking may be inadequate.

I vote NO.

Susan J. Dorey

Sonoma, CA

707-343-7382

LATE MAIL

Item # 4

MAR 07 2018

Planning Commissioners:

The CEQA Initial Study for the replacement and expansion of the Sonoma Cheese Factory is flawed and must not be adopted by the Planning Commission. The staff report and CEQA Initial Study are also missing very important information about the traffic and parking study. This missing information is vital to the public being able to accurately analyze the project.

Traffic and parking studies performed in November 11 and 14, 2017 The Nuns fire was fully contained on October 30th and the Tubbs fire fully contained October 31st.

https://en.wikipedia.org/wiki/October_2017_Northern_California_wildfires

The significance of the November dates should have been mentioned in the staff report and the CEQA Initial Study in the discussion on traffic and parking, but they are not. The dates are only mentioned in the traffic study document itself. Traffic and parking around the Plaza is much worse May through October than in November. This November had even lighter traffic than usual because of the October fires. The traffic and parking study were performed within two weeks after the fires were fully contained.

The entire traffic and parking study is thus legitimately able to be called into question on the basis of substantially unrepresented dates. The conclusions of Section 16 of the CEQA Initial Study are thus invalid. Because of this, the Planning Commission **cannot** adopt the Resolution making findings for a Mitigated Negative Declaration. The flawed study likely results in a much lower calculation of fees than should have been for mitigation Measure 16.a.1, for traffic impact mitigation, and Measure 16.a.2, for parking impact mitigation.

The traffic study did not include W Napa St./1st St. W, E Napa St./1st St. E, Napa St./Broadway. It should have. The city council directed that the EIR for the new Napa St. Hotel by Kenwood Investments include all of the intersections on the Plaza. The traffic study for the Cheese Factory project should also. Why? The volume of concomitant Plaza use is at least if not higher for the Cheese Factory project. At a minimum the increase in traffic would probably also require curb extensions for 1st St. W and W Spain St. as well as E. Napa St. and 1st St. E.

A traffic and parking analysis of the Oxbow Market should be done in order to get a better sense of the range of impacts with of this style of retail.

The Oxbow Market is a 40,000 square foot market place:

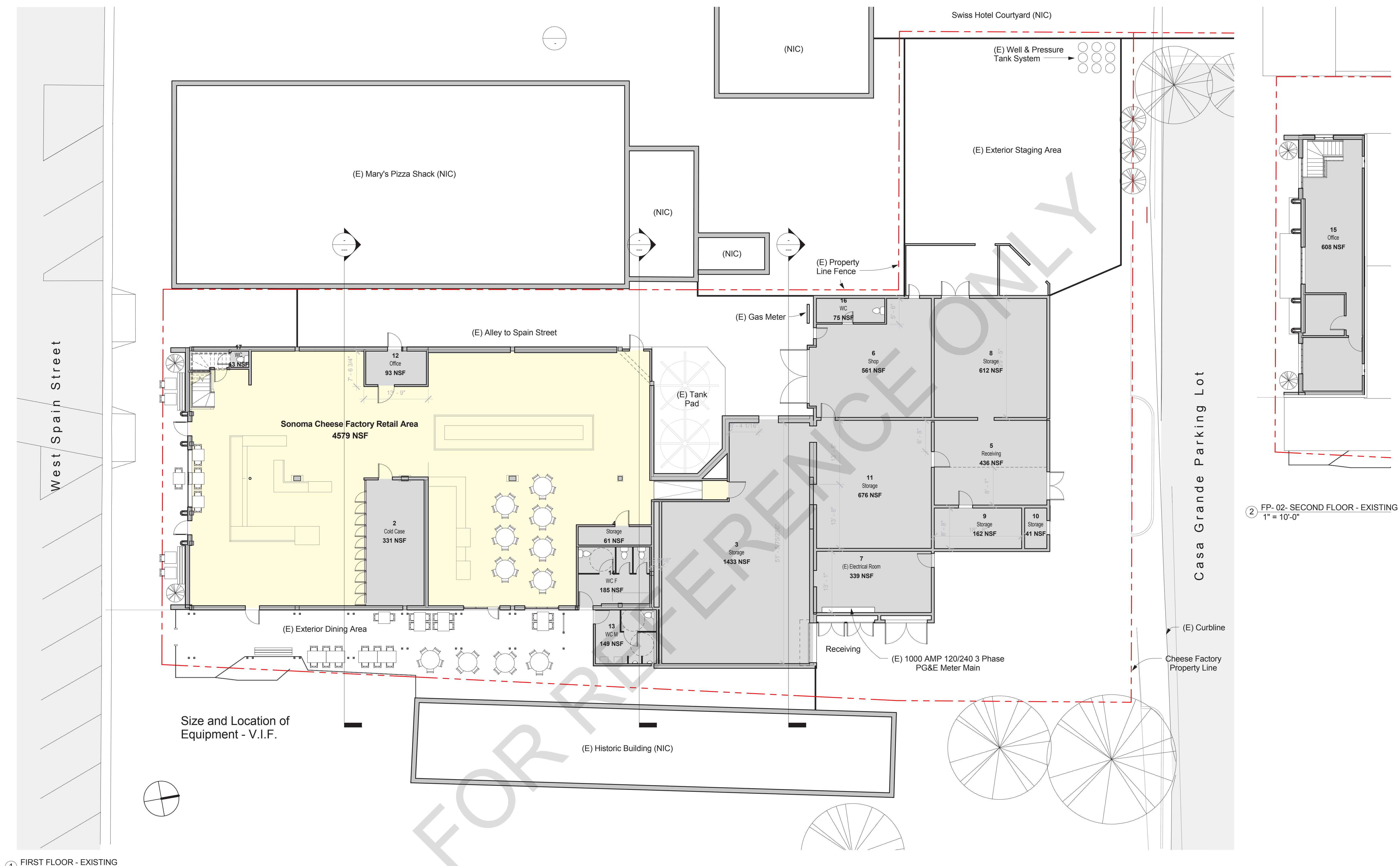
<http://oxbowpublicmarket.com/oxbow-public-market-fact-sheet/about-oxbow-public-market/>

Section 5 of the CEQA Initial Study: It is imperative the California State Park Services has had a chance to review and approve the construction mitigation measures in regards to the impact on the adjacent state park buildings.

Section 10 of the CEQA Initial Study: Since the traffic study is flawed, the true impacts to traffic cannot be known; thus it cannot be known if the traffic impacts have been mitigated, as required by Circulation Element of the General Plan.

In addition to the above, almost doubling the size of the current retail space will have a substantial impact on the Plaza, an increase of 50%, with potential negative consequences beyond just to traffic and parking. Besides rejecting the CEQA Initial Study, the Planning Commission should also reject the expansion plans.

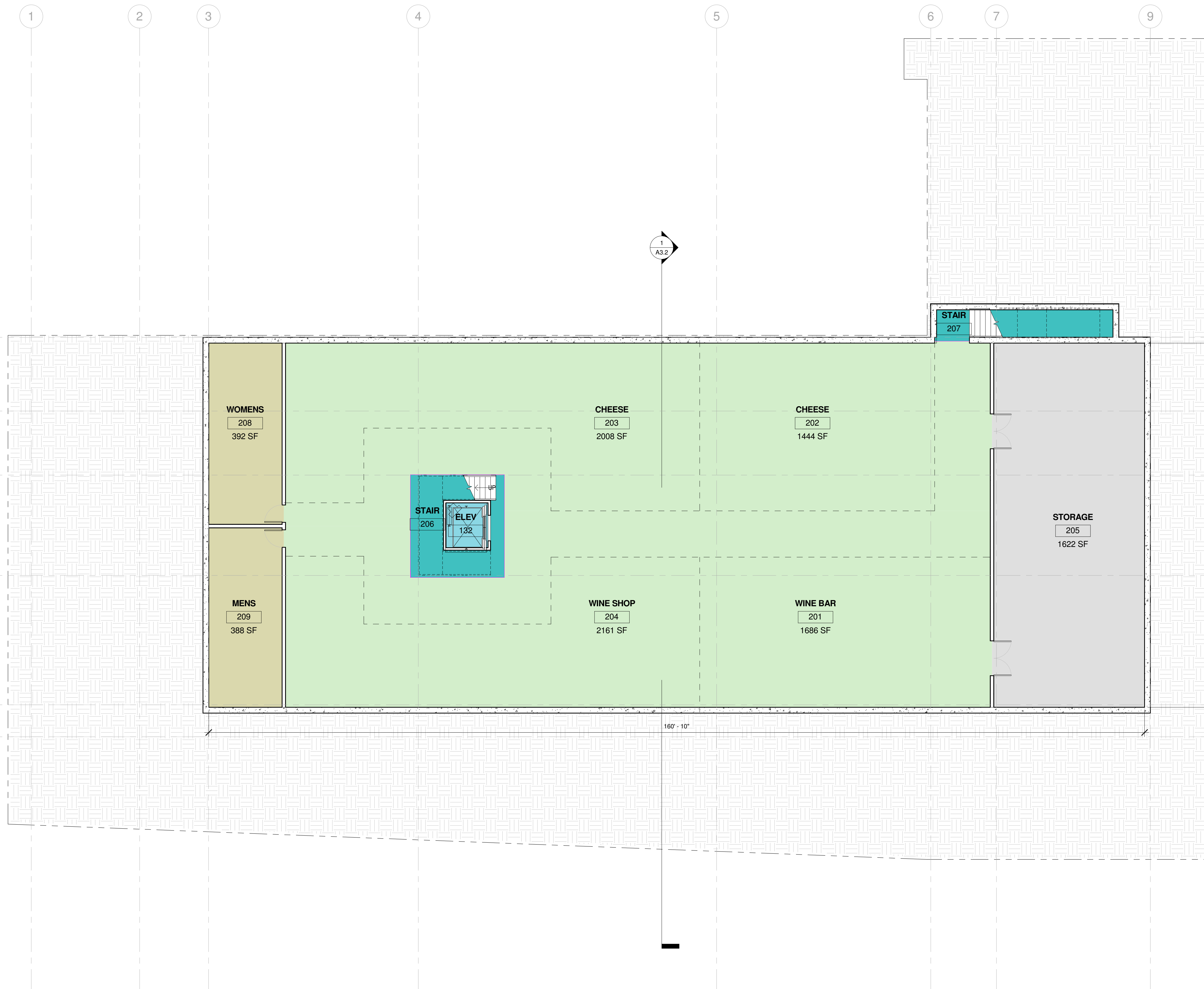
Regards,
David Eichar



EXISTING FOOD SERVICE SEATING COUNT

Indoor Dining Seats:	41
Exterior Dining Seats:	62
Total Seats:	103

TOTAL EXISTING GROSS BUILDING AREA: 11,397 GSF



Room Legend

- CHEESE
- WINE SHOP
- WINE BAR
- STORAGE
- STAIR
- ELEV
- MENS
- WOMENS

BASEMENT LEVEL LEASABLE AREA: 7,299 S.F.
 BASEMENT LEVEL STORAGE AREA: 1,622 S.F.
 BASEMENT LEVEL AREA: 10,065 S.F.

TOTAL LEASABLE AREA: 17,481 S.F.
 TOTAL BUILDING AREA: 25,000 S.F.

INDOOR SEATING: 223 SEATS
 OUTDOOR SEATING: 72 SEATS
 TOTAL SEATING (ALL LEVELS): 295 SEATS







EXISTING EAST ELEVATION



PROPOSED EAST ELEVATION

