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CULTURAL HERITAGE COMMISSION STAFF REPORT

July 9, 2026

AGENDA ITEM 7.A. File No. PL25-0068 Franklin Station II

I. GENERAL INFORMATION

PROJECT SUMMARY: An application for Certificate of Appropriateness authorizing major alterations and the preservation of the Franklin Station Post Office building, which is identified as a National Register Property and a Local Landmark, facilitating the rehabilitation and adaptive reuse of the historic building as a five-story upper-upscale hotel with 94 hotel rooms and other amenities, including a rooftop café and bar, restaurant, and event and meeting spaces.

SUBJECT PROPERTY: 1351 Second Street
 APN: 003-208-001

OVERALL PROJECT LOCATION: 1251/1351 Second Street, 820 Randolph Street, & 801/809 Coombs Street Unit A, B, C, & D
 APNs: 003-212-001, 003-208-001, 003-300-015, -016, -017, -018, -019, -020, -021, -022, -023, & -024

GENERAL PLAN: Downtown Mixed Use

ZONING: Downtown Mixed Use (DMU), Parking Exempt Overlay (PE), Planned Development (PD-37) Overlay District

APPLICANT/PROPERTY OWNER: James Keller
 P.O. Box 546
 Napa, CA 94599
 Phone: (707) 333-1184

AUTHORIZED AGENT: Jeff Dodd
 Coblenz Patch Duffy & Bass LLP
 700 Main Street, Suite 301
 Napa, CA 94559
 Phone: (415) 772-5724

PROPERTY OWNER: 1351 Second Street, LLC
 P.O. Box 546
 Napa, CA 94559

PROPERTY OWNER: Young Building, LLC
 P.O. Box 10606
 Napa, CA 94581

PROPERTY OWNER: Keller Yountville Vineyard, LLC,
A Delaware Limited Liability
Company
1210 Darms Lane
Napa, CA 94558

STAFF PLANNER: Ryder Dilley, Planning Manager Phone: (707) 257-9530

ATTACHMENTS: ATCH 1 – Draft Resolution (CEQA)

- Exhibit A – Project MMRP

ATCH 2 – Draft Resolution (Certificate of Appropriateness)

- Exhibit A – Conditions of Approval

ATCH 3 – Certificate of Appropriateness Plans
 ATCH 4 – Project Plans
 ATCH 5 – DNSP Appendix Guidelines
 ATCH 6 – Preservation Covenant
 ATCH 7 – 1984 National Register of Historic Places Nomination
 ATCH 8 – CHC Staff Report – April 9, 2015
 ATCH 9 – CEQA Addendum

- Appendix A – Certificate of Appropriateness
- Appendix B – Planned Development (PD-37) Overlay
- Appendix C – Franklin Station Hotel Design Guidelines
- Appendix D – Air Quality Supporting Information
- Appendix E – Biological Resources
- Appendix F – Cultural Uses and TCRs
- Appendix G – Transportation Supporting Information

ATCH 10 – Public Correspondence

II. RECOMMENDATION

Staff recommends that the Cultural Heritage Commission forward a recommendation to the City Council to: (1) adopt a resolution approving, pursuant to a Section 15168 Analysis, an Addendum to the Downtown Napa Specific Plan Programmatic Environmental Impact Report (SCH no. 2010042043), and alternatively, to the CEQA Guidelines Section 15332 Categorical Exemption; (2) adopt a resolution approving a Certificate of Appropriateness; and determine that the potential environmental effects of the Project were adequately analyzed and addressed by a prior California Environmental Quality Act (CEQA) action as documented in the Addendum for the Franklin Station II Project.

III. EXECUTIVE SUMMARY

The Applicant, James Keller, submitted an application for multiple entitlements (PL25-0068), including a Development Agreement, a Zoning Amendment amending the Planned Development Overlay (PD-37) District, a Tentative Parcel Map, a Certificate of Appropriateness, and a Design Review Permit, and related approvals, to provide for the

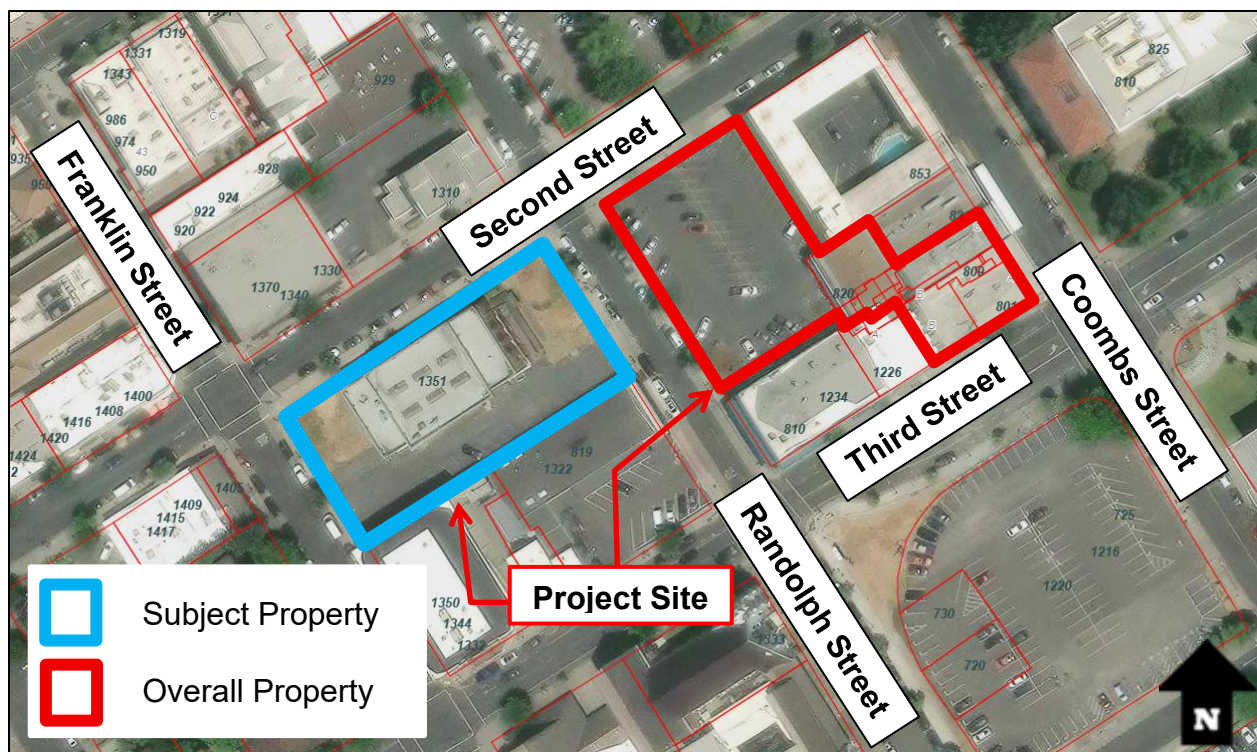
redevelopment of an approximately 1.44-acre property, including two new buildings and the preservation of the Franklin Station Post Office building (“Overall Project”).

The Certificate of Appropriateness would authorize major alterations to the Franklin Station Post Office, which is designated as a Local Landmark and on the National Register of Historic Properties (“Project”), for property located at 1351 Second Street (APN: 003-208-001) (“Project Site”).

The Overall Project maintains the rehabilitation and adaptive reuse of the historic Franklin Station Post Office building as a five-story upper-upscale hotel with up to 120 hotel rooms and other amenities, including a rooftop café and bar, restaurant, and event and meeting spaces (APN: 003-208-001) (collectively, the “Post Office Redevelopment”) and includes the redevelopment of the parking lot parcel with a five-story building with up to 37 For-Sale Hotel Units (such units are commonly referred to as “branded residential” and that may be occupied by owner), shared amenities, and ground-floor retail; and integrates 3 existing condominium units as For-Sale Hotel Units in the adjacent Young Building for a total of 40 For-Sale Hotel Units with on-site parking facilities and retail on the ground level (APNs: 003-212-001, 003-300-015, -016, -017, -018, -019, -020, -021, -022, -023, & -024 (collectively, the “Mixed Use Development”).

The Project is located at 1251/1351 Second Street, 820 Randolph Street, and 801/809 Coombs Street Unit A, B, C, & D (APNs: 003-212-001, 003-208-001, 003-300-015, -016, -017, -018, -019, -020, -021, -022, -023, & -024) (collectively, “Overall Project Site”) as shown below in **Figure 1, Location Map**. A more detailed project description is provided below.

FIGURE 1
Location Map



The following actions are requested to facilitate the Overall Project:

Development Agreement

Adoption of an ordinance to approve a Development Agreement, pursuant to 65864 *et seq.* of the Government Code and Napa Municipal Code Section 17.52.150 and Resolution No. 93-267, to vest in the Applicant for a period until October 1, 2030, the foregoing Project approvals and to establish certain conditions, procedures, and requirements related to implementation of the Project. The Development Agreement includes the payment of the hotel/motel rate of the Affordable Housing Development Impact Fee for the entirety of both buildings, in addition to a payment to the Affordable Housing Fund of \$1.00 per square foot per residential unit to be paid at the close of escrow for the sale of each for-sale hotel unit.

Planned Development (PD-37) Overlay Zoning Amendment

Adoption of an ordinance establishing a Planned Development Overlay (PD-37) District with specific use provisions, intensity and density, maximum floor area, and maximum height, along with other development standards. The PD would also establish Project-specific Design Guidelines for the Project which would be site-specific and intended to supersede the more general Downtown Napa Specific Plan Design Guidelines. The proposed amendments, a map of the boundary change, and the draft design guidelines were included as part of the June 30, 2026, Planning Commission agenda, and will be considered at a future Council date.

Design Review Permit

Adoption of a resolution authorizing the rehabilitation and adaptive reuse of the historic Franklin Station Post Office building as a five-story upper-upscale hotel with 94 hotel rooms and other amenities, including a rooftop café and bar, restaurant, and event and meeting spaces and includes the redevelopment of the parking lot parcel with a five-story building with 25 For-Sale Hotel Units including a rooftop unit, shared amenities, and ground-floor retail; and integrates 3 existing condominium units as For-Sale Hotel Units in the adjacent Young Building for a total of 28 For-Sale Hotel Units with on-site parking facilities and retail on the level.

Tentative Parcel Map

Adoption of a resolution to reconfigure four (4) existing fee parcels into three (3) fee parcels for the purpose of financing, ownership and condominium property division purposes.

Certificate of Appropriateness

Adoption of a resolution, approving a Certificate of Appropriateness authorizing major alterations and the preservation of the Franklin Station Post Office building. The Project would preserve significant historic features on the building consistent with pages 116 and 117 of Downtown Specific Plan Appendix G, and as shown in **Attachments 3 and 4**.

IV. SITE CONTEXT AND HISTORY

Surrounding Land Uses

The Site is within the core of Downtown Napa, bounded on the north by retail, office uses, and a surface parking lot across Second Street, to the east by a hotel, on the south by the adjacent Uptown Theatre and retail uses and the Presbyterian Church across Third Street, and on the west by office and retail uses across Franklin Street. Existing land uses in the vicinity of the Site include a variety of retail stores, offices, restaurants, services and visitor attractions.

Site History

The Franklin Station Post Office was designed by the Oakland firm Reed and Corlett and completed in 1933, serving as the City of Napa's main postal facility for more than eighty years. Architect William H. Corlett, who had deep professional roots in Napa, contributed significantly to the City's built environment through multiple prominent commissions.

The building was listed on the National Register of Historic Places on January 11, 1985, under Criterion C for its architectural significance and as a strong local example of Art Deco and WPA Moderne design. The nomination cited the building's unusually well-preserved condition at the time, its simple geometric massing with a central projected bay flanked by recessed wings, its decorative terracotta ornament, its distinctive cornice of terracotta rams and cows heads, its brick detailing, steel sash windows, terracotta eagle panels, and its prominent role in the community's civic identity. The interior lobby was recognized for its significant decorative finishes, including raised plaster ceilings, terrazzo flooring, marble wainscoting, and ornamental plasterwork. For further historic analysis, please refer to **Attachment 3, Certificate of Appropriateness Plans**.

The building sustained substantial damage during the 2014 South Napa Earthquake, leading to its closure. After the event, the United States Postal Service determined that restoring the structure and completing the required seismic upgrades would be cost-prohibitive and initially pursued demolition. While many interior materials were cracked, displaced, or otherwise compromised, a post-earthquake evaluation prepared for the United States Postal Service found that the building continued to retain integrity of design, materials, workmanship, and location, and therefore remained eligible for listing on the National Register (further outlined in **Attachment 8**). Damage was most severe at the east and west ends of the lobby, while the central lobby volume and the exterior character defining features largely remained intact.

Preservation Covenant

Following the 2014 South Napa Earthquake and the Postal Service's initial plan to demolish the damaged building, strong community and interagency advocacy led the United States Postal Service, the California Office of Historic Preservation, Napa County Landmarks, and the City of Napa to work together on a Preservation Covenant to guide future rehabilitation of the Franklin Station Post Office.

The Covenant identifies the building's significant historic features and establishes requirements for their protection while allowing alterations at the sides, rear, and rooftop and the removal of non-contributing portions behind the historic facade when necessary to

accommodate rehabilitation. Napa County Landmarks serves as the Covenant holder and is responsible for administering its provisions in accordance with the Secretary of the Interior's Standards. The Covenant was recorded (see **Attachment 6**) prior to the sale of the property to ensure that any future work on the building is carried out in a manner that preserves its defining historic qualities.

Prior Project History

After the Postal Service elected to sell the Franklin Station Post Office property, the Applicant acquired the site with the intent to rehabilitate the earthquake-damaged building and repurpose it for a commercially viable use. Beginning in 2017, the Applicant subsequently submitted an application proposing to restore the historic structure and redevelop both the Post Office parcel and the adjacent Ace Hardware parcel with a hotel, ancillary retail, restaurant space, and an automated parking structure with ground floor commercial use on the City's Parking Lot parcel (APN: 003-212-001).

To approving the previous entitlements, the City Council approved the 2018 Addendum to the Downtown Napa Specific Plan Environmental Impact Report and adopted related amendments to the General Plan, Downtown Specific Plan, including amendments to the Historic Guidelines for the Post Office in Appendix G (see **Attachment 5**), and Zoning Code, along with a Development Agreement and other required entitlements. These actions included:

- Resolution R2018-132: Changing the General Plan designation of 1351 Second Street from Downtown Public to Downtown Mixed Use; and
- Resolution R2018-133: Amending the Downtown Napa Specific Plan to redesignate 1351 Second Street from Downtown Public to Downtown Mixed Use; and
- Resolution R2018-134: Approving a Certificate of Appropriateness and revising the Downtown Napa Historic Design Guidelines for the Franklin Station Post Office; and
- Resolution R2018-135: Authorizing the City Manager to execute the First Amendment to the agreement to sell the Second and Randolph Street surface parking lot; and
- Ordinance O2018-013: Amending the zoning map to rezone 1351 Second Street from Downtown Public to Downtown Mixed Use; and
- Ordinance O2018-014: Establishing Planned Development Overlay (PD-37) District; and
- Ordinance O2018-015: Adopting a Development Agreement No. C2019-036.

These entitlements anticipated that the Applicant would return for Design Review to confirm architectural consistency with the adopted guidelines and would seek a new Certificate of Appropriateness from the Cultural Heritage Commission based on the revised Historic Design Guidelines. Because the previously approved parking structure proved economically infeasible, it was never constructed. The Applicant has since redesigned the

project and now seeks amendments to the previously approved entitlements, as well as a new Development Agreement, to reflect the updated development program.

V. PROJECT DESCRIPTION

The following section provides a description of the proposed Project and key components in the Cultural Heritage Commission's recommendation to City Council in their consideration of the Certificate of Appropriateness. The Certificate of Appropriateness would facilitate major alterations to the Franklin Station Post Office, which is designated as a Local Landmark and National Register property, and further provides for the redevelopment of an approximately 1.44-acre property, including two new buildings.

While the Cultural Heritage Commission does not have purview over the multiple entitlements previously considered by the Planning Commission, including a Development Agreement, a Zoning Amendment amending the Planned Development Overlay (PD-37) District, a Tentative Parcel Map, and a Design Review Permit, Planning Commission did hold a Special Meeting on Thursday, June 30, 2026, and made recommendations to City Council approving the Overall Project, as further outlined in **Section VIII** below. Final approval of all entitlements must come from the City Council, consistent with NMC Section 15.52.070(E)(3).

A. Franklin Station Post Office – Preservation and Rehabilitation

The rehabilitation of the Franklin Station Post Office focuses on retaining and restoring the historic portions of the building that contain the defining architectural and spatial features identified in the National Register nomination and subsequent evaluations. The most intact and significant areas of the structure are located at the front of the building and extend to the depth of the historic interior lobby. These portions contain the core exterior and interior elements that convey the building's Art Deco design and its longstanding civic presence in Downtown Napa.

The 2014 South Napa Earthquake resulted in substantial structural and material damage to the rear and side areas of the building, including failure of interior plasterwork, cracking and displacement of terracotta and brick, and deterioration of structural components. Because much of this damage occurred outside the historic lobby depth, the rehabilitation approach retains the significant front portion of the building and removes the non-contributing and severely compromised areas behind it. This approach is consistent with the Preservation Covenant and aligns with the Secretary of the Interior's Standards for Rehabilitation, which allow removal of deteriorated non historic fabric when necessary to protect and preserve the significant features of a historic resource.

All character-defining exterior and interior features, and external spatial characteristics located within the retained historic portion of the building would be preserved, protected, repaired, or reconstructed using in kind materials where deterioration is too severe for retention. The rehabilitation preserves the building's historic massing and the primary approach from Second Street, along with its significant lobby finishes, circulation patterns, and architectural details. These measures ensure that the Franklin Station Post Office continues to convey the historic qualities that supported its listing in the National Register of Historic Places.

The character defining features (further identified in **Attachment 3**) are summarized as:

1. Exterior:

- a. Seven piers topped by a terracotta "capital" in a stylized floral motif;
- b. Cornice extending from the roofline formed of terracotta rams and cows heads;
- c. Ornament that consists of decorative brickwork and terracotta panels in a geometric motif (i.e., all decorative brickwork and terra cotta);
- d. Bronze and milk glass urn-shaped light fixtures adjacent to the entryways with granite bases;
- e. Large terracotta panel containing an Art Deco eagle above each door;
- f. Monolithic [steel sash] windows on the main façade;
- g. Front granite steps and area way with granite plinths and bases and ornamental iron railings;
- h. Carved granite cornerstone;

2. Interior:

- a. Raised-plaster ceiling;
- b. Decorative terrazzo floor;
- c. Marble wainscoting;
- d. Raised bas relief gilt and painted plaster walls and ceiling;
- e. Ornamental plaster panel with geometricized floral pattern at each end of the central frieze;
- f. Carved Art Deco wood lintels over the service counter;
- g. Original brass-framed bulletin boards;

3. External Spatial Characteristics:

- a. Projected central area flanked by two recessed wings;
- b. Simple geometry of the building's massing;

In addition to retaining the historic portion of the building, the rehabilitation work will follow the recommended treatments identified in the Materials Conditions and Treatment Summary included within **Attachment 3**. These recommendations address the condition of individual historic materials and features, outline appropriate preservation and repair methods, and identify which elements require protection in place, careful removal and

salvage, or in-kind replacement due to deterioration caused by the 2014 South Napa Earthquake. Compliance with these treatments will ensure that all work on the retained historic portions of the Franklin Station Post Office is carried out in a manner consistent with professional preservation standards and the Secretary of the Interior's Standards for Rehabilitation.

B. Post Office Redevelopment – New Addition

The Post Office Redevelopment consists of a five-story hotel constructed within and behind the retained historic Franklin Station façade, using an adaptive reuse approach that preserves significant character defining features while accommodating modern hotel uses. The design maintains the historic frontage along Second Street and places the new construction entirely behind the depth of the historic lobby, ensuring that the original façade remains the primary visual element of the structure. The new addition incorporates recessed glass curtain walls on either side of the retained historic façade, allowing the historic masonry and terracotta detailing to remain clearly expressed and reinforcing the prominence of the original building while providing transparency and visual separation between the historic and new construction.

The hotel contains 94 rooms located on the upper floors, with public facing uses such as the lobby, lounge, restaurant, meeting rooms, and lower-level food and beverage and support spaces arranged on the ground floor and basement. Upper floors contain guest rooms, suites, and wellness facilities including spa and fitness spaces, and the rooftop level includes outdoor recreation areas, a pool, and food and beverage spaces.

The PD-37 Overlay also allows For-Sale Hotel Units and Lock Off configurations within the Post Office Redevelopment, provided the overall Project does not exceed the maximum of 120 hotel rooms and 40 For-Sale Hotel Units authorized under the PD Overlay, and as long as the exterior massing and architectural design remain substantially consistent with what is approved through this entitlement.

Exterior materials for the addition include brick, metal panels in champagne bronze tones, cement plaster, board formed concrete, and recessed glazing, all selected to complement the historic building without replicating its Art Deco detailing. The upper stories step back from the retained façade to reduce the apparent height and maintain the prominence of the historic structure along Second Street. The PD-37 Overlay also allows For-Sale Hotel Units and Lock Off configurations within the Post Office Redevelopment, provided the total number of hotel rooms and For Sale Hotel Units does not exceed the limits established under the PD-37 Overlay.

C. Mixed-Use Redevelopment

Although the Mixed-Use Development is located on a separate parcel and is not subject to Cultural Heritage Commission review, it is relevant to note its relationship to the historic setting and street grid surrounding the Franklin Station Post Office. The Mixed-Use building is situated along Second Street and Randolph Street on parcels distinct from the Post Office Parcel, and its placement maintains the established street grid, block structure, and public circulation patterns that define the Post Office's historic context.

While it is a new five story structure, its design incorporates upper story setbacks, compatible materials, and contemporary detailing intended to respect the Post Office's

prominence along Second Street without altering the historic frontage or the spatial relationships that contribute to the landmark's significance.

D. Parking, Site Circulation, and Frontage Improvements

While the design of parking facilities, access, loading, and potential off-site licensing fall outside the purview of the Cultural Heritage Commission, it is relevant to note that these functions are either located on parcels other than the Post Office Redevelopment parcel or located on separate street frontages and therefore do not alter the historic setting or exterior character of the Franklin Station Post Office.

As designed, on-site parking facilities are located within the Mixed-Use Development and not on the Post Office parcel, and service and trash collection areas are located along Randolph Street and Franklin Street in locations that do not affect the historic facade or primary public frontage of the Local Landmark. Street frontage improvements, including new curb, gutter, and sidewalk, would also occur outside the historic building footprint and would not change the historic spatial organization or exterior features evaluated through this Certificate of Appropriateness.

VI. ANALYSIS

The following sections provide the staff's analysis of the Project and its consistency with the General Plan and Zoning Ordinance.

A. General Plan

The Project site is designated Downtown Mixed Use under the Napa 2040 General Plan. According to the General Plan, this designation is intended to provide for retail uses; institutional, recreational, entertainment, arts and cultural uses; hotels and conference facilities; that strengthen Downtown's role as the community's center.

The goal, according to the Napa 2040 General Plan, is to provide a mix of land uses, including hotels, shops, restaurants, and entertainment. The Project would be consistent with several of the Napa 2040 General Plan Goals and/or Policies, including the following:

Land Use and Community Design Element

- **Goal LUCD-4:** Promote flexibility in parking and other development requirements, especially in areas targeted for higher-intensity, mixed-use, and pedestrian-oriented development, such as in Downtown and along corridors.

Staff Analysis: The Project uses the PD-37 Overlay to establish flexible parking and development standards appropriate for a high-intensity, mixed-use, pedestrian-oriented Downtown location. Allowing parking to be provided on site or through long-term licensed spaces, along with flexible building form standards, supports efficient land use while activating the surrounding streetscape.

- **Goal LUCD-11:** Encourage attractive, well-located commercial development to serve the needs of City residents, workers, and visitors.

Staff Analysis: The Project would provide a well-located mix of hotel, retail, restaurant, and café uses that serve residents, workers, and visitors in the heart of

Downtown. By restoring the historic Franklin Station Post Office as a landmark hotel and activating the surrounding streets with neighborhood-serving commercial uses, the Project contributes to an attractive and vibrant commercial district.

- **Policy LUCD 11-2:** Require new commercial development to be cohesively integrated with the community fabric through well-designed building/street interfaces, and pedestrian and street connections to surroundings, transit stops, and adjacent developments

Staff Analysis: The rehabilitation of the historic Post Office and the new mixed-use building are designed with active frontages, sidewalk-oriented entries, and pedestrian connections that integrate seamlessly with the surrounding Downtown street grid. The Project strengthens the community fabric by creating walkable building interfaces, improving access between Second and Randolph Streets, and reinforcing connections to adjacent developments.

- **Goal LUCD-20:** Continue to promote Downtown Napa as an active and vibrant heart of the community.

Staff Analysis: Restoring the historic Franklin Station Post Office as a landmark hotel and activating the surrounding streets with complementary commercial, restaurant, and entertainment uses that draw residents and visitors into Downtown throughout the day and evening. By concentrating new investment, pedestrian activity, and high-quality design in the core area, the Project supports Downtown Napa's role as an active and vibrant heart of the community.

- **Policy LUCD 20-1:** Continue to improve the vitality and character of Downtown through planning, design, business-community partnerships, and City programs and projects that encourage a variety of social, entertainment, cultural, retail, administrative, and government uses.

Staff Analysis: The Project would construct an active hotel and incorporates a mix of restaurant, café, entertainment, meeting, and retail uses that would contribute to Downtown's social, cultural, and economic vitality. By activating the site throughout the day and evening and strengthening connections along Second and Randolph Streets, the Project enhances Downtown's character and complements ongoing City and community efforts to maintain a vibrant urban core.

- **Policy LUCD 20-2:** Enhance Downtown urban design quality and sense of place through strategies including preserving and/or the adaptive reuse of historic buildings.

Staff Analysis: The Project would provide adaptive reuse of a historic resource, which is recognized as a Local Landmark, is on the National Register for Historic Places, and is recognized for its architectural and cultural significance unique to the City of Napa. The Project would reuse, repair, and prominently feature the historic Franklin Station Post Office, thereby enhancing Downtown's urban design quality and reinforcing its distinctive sense of place.

- **Goal LUCD-21:** Promote a vital downtown that is healthy, sustainable, and contributes to the City's economic vitality, for the enjoyment of residents and visitors.

Staff Analysis: The Project would construct an Upper Upscale hotel with visitor-serving amenities and ground-floor commercial uses that generate substantial economic activity, enhance Downtown's vitality, and create a healthy, sustainable destination for residents and visitors.

Transportation Element

- **Policy TE 7-4:** Develop parking standards for adaptive reuse of historic buildings on the City's Historic Resources Inventory, as well as National and State registers, that maintain the historic integrity of buildings.

Staff Analysis: The PD-37 Overlay establishes tailored parking standards that accommodate the adaptive reuse of the historic Franklin Station Post Office without requiring alterations that would compromise its character-defining features or historic integrity.

Historic and Cultural Resources Element

- **Goal HCR-1:** Preserve and enhance Napa's historic resources. Encourage rehabilitation and adaptive reuse, as well as sensitive, context-compatible infill design.

Staff Analysis: The Project would preserve and rehabilitate the historic Franklin Station Post Office in accordance with the Preservation Covenant and Downtown Historic Design Guidelines, while introducing context-compatible infill development that respects and reinforces the architectural character of Downtown Napa.

- **Policy HCR 1-3:** Encourage seismic strengthening to protect the City's valuable historic properties from future earthquakes, wildfire, and other events caused by climate change. This includes the development of incentives to encourage property owners to retrofit their buildings.

Staff Analysis: The property experienced significant damage in the 2014 South Napa Earthquake. By incorporating full seismic retrofitting and structural upgrades as part of the Post Office's rehabilitation, the Project demonstrates a proactive approach to protecting one of the City's most significant historic resources from future earthquakes and climate-related risks, directly aligning with this policy's intent.

- **Policy HCR 1-7:** Encourage and assist property owners in bringing damaged or blighted historic properties into use and/or new use.

Staff Analysis: As described above, the property experienced significant damage in the 2014 South Napa Earthquake. The Development Agreement would help to secure the rehabilitation and active reuse of the vacant and damaged Franklin

Station Post Office, returning a blighted historic resource to productive use through a comprehensive preservation and investment program.

- **Policy HCR 1-8:** Update parking requirements to encourage adaptive reuse of historic properties into viable contemporary uses.

Staff Analysis: As previously described, the PD 37 Overlay would establish updated parking requirements that allow parking to be provided on site or through long term irrevocable licensed spaces, creating the flexibility needed to support the adaptive reuse of the historic Franklin Station Post Office without altering or compromising its significant features.

- **Policy HCR 9-2:** Encourage the maintenance and restoration of privately owned Downtown properties listed in the City of Napa's HRI, identified as City landmarks, located within a historic district, or listed on the California Register of Historical Resources or the National Register of Historic Places.

Staff Analysis: The Project would support this policy by using the Development Agreement to facilitate the full rehabilitation and reuse of the long-vacant Franklin Station Post Office, enabling a building that holds deep personal meaning for many Napa residents to be restored, preserved, and brought back into active community life instead of continuing to deteriorate.

- **Goal HCR-10:** Work with the local tourism industry, businesses, and property owners to support and foster Downtown historic resources as a destination, demonstrating that historic resources contribute to the uniqueness of the visitor experience.

Staff Analysis: The Project would restore the historic Franklin Station Post Office as a signature downtown destination, demonstrating how reinvestment in historic resources can strengthen and enhance Napa's visitor experience and highlight the unique character these landmarks bring to the community.

Economic Development Element

- **Goal ED-6:** Ensure that the local economy reinforces and builds on the City's unique "sense of place," including its cultural diversity and creative sectors, in a manner that serves both residents and visitors in a mutually-supporting fashion.

Staff Analysis: Restoring the historic Franklin Station Post Office as a distinctive downtown destination and introducing complementary hotel, dining, and cultural uses would help to reinforce Napa's unique sense of place in a way that benefits both residents and visitors.

- **Policy ED 6-2:** Pursue tourism and placemaking initiatives that build upon the City's rich array of offerings—such as historic resources, cultural diversity, and the Napa River—to cultivate places and "cultural districts" that engage/serve both tourists and locals (to be coordinated with Goal PHE-8).

Staff Analysis: The Project would introduce a mix of hotel, dining, and public-facing uses that strengthen Downtown as a cultural and visitor-serving destination, while incorporating the historic Post Office building in a way that complements broader placemaking efforts for both residents and tourists.

- **Goal ED-8:** Support Downtown Napa as a multi-cultural, event, and food destination, anchored by hospitality uses, and with a supportive mix of civic, office, retail, entertainment, and residential uses to promote vibrancy, authenticity, and cultural diversity.

Staff Analysis: By introducing a hotel that would be anchored by restaurant, café, meeting, and entertainment, the uses would contribute to Downtown Napa's role as a vibrant food, event, and cultural destination, complemented by retail and mixed-use elements that serve both residents and visitors.

- **Policy ED 8-6:** Support the preservation and rehabilitation of existing historic structures for adaptive reuse purposes.

Staff Analysis: The Project would restore and adaptively reuse the historic Franklin Station Post Office in a manner that preserves its significant features while integrating it into a viable contemporary hotel and mixed-use development.

B. Zoning

The Project Site is within the Downtown Mixed Use (DMU) Zoning District. The DMU district allows for tourist-oriented uses such as hotels and their related amenities, recreational facilities, community and visitor-serving retail, commercial, restaurants, and similar compatible uses. The Project proposes a mix of uses consistent with the zoning by providing a hotel and non-residential visitor and local serving uses such as restaurants, retail, and entertainment.

The Project's mix of hotel, retail, restaurant, and entertainment uses is consistent with the Downtown Mixed-Use district, which is intended to support a broad range of commercial and visitor-serving activities that reinforce Downtown's role as the community's center. By activating the site with these complementary uses and restoring the historic Post Office as a hotel, the Project aligns with the district's purpose of creating a vibrant, mixed-use environment that serves both residents and visitors.

As described above, the DMU District was also determined to be consistent with the General Plan under the Interim Zoning Ordinance (Ordinance No. O2025-007).

C. Downtown Napa Specific Plan (DNSP)

The Project site is located within the Downtown Specific Plan boundary. The goal of the Specific Plan is to revitalize Downtown Napa into a vibrant place where residents and visitors alike come together to work, live, play and actively engage in the community. Visitors and residents should be able to pursue a range of activities, such as shopping at local boutiques, eating in restaurants that open onto the sidewalk or public gathering places, attending markets and festivals, and listening to live music and engaging in other entertainment and activities. Downtown hotels are among the broad range of uses that

contribute to the vision of Downtown Napa and establish it as a 24-hour destination for locals and visitors alike.

The Project is located within both the Parking Exempt (PE) Overlay District and the Downtown II Building Form Zone. Although the PE Overlay would typically exempt on-site parking and the Downtown II standards would otherwise apply, the PD-37 Overlay establishes the parking, building form, and related development standards for the Project, and the PD-37 provisions, would govern in place of the underlying overlay requirements.

Furthermore, the Historic Guidelines for the Franklin Station Post Office were amended by City Council on November 13, 2018, as part of the previous entitlements, pursuant to R2018-134. The intent behind the amended Historic Guidelines, as reflected in Appendix G (shown as **Attachment 5**), were to facilitate the redevelopment, rehabilitation, and preservation of the Post Office structure after it was damaged in the 2014 South Napa Earthquake.

The Project preserves the Franklin Station Post Office's major exterior character defining features by maintaining the building's simple geometric massing, the projected central bay with recessed wings, and the full range of ornamental terracotta, brick, steel sash, bronze, and granite elements that give the landmark its distinct architectural presence on Second Street. The design maintains the historic form of the building by setting the new hotel construction back so that the Post Office remains visually prominent, and by using compatible materials such as brick and bronze toned metal that complement, rather than imitate, the historic fabric. The guidelines for additions and new construction are satisfied through massing that is centered behind the landmark, glazing and darker finishes that visually recede, and detailing that avoids creating a contrived historic appearance while protecting historic brick and terracotta materials. The guideline provisions relating to the Zeller's Hardware parcel and the interior drop lights are not applicable in this case, as the Project does not involve that parcel and the drop lights have been determined not to be historic or original features. Collectively, the preservation treatments and compatible new construction demonstrate consistency with the historic design guidelines for the Franklin Station Post Office.

D. Planned Development Overlay (PD-37) District

The purpose of a Planned Development Overlay District is to "encourage high quality, innovative and creative development design, and possibilities for varied or mixed uses consistent with the General Plan, by allowing flexibility in underlying zoning standards" and to "provide a mechanism for preservation of open space, natural or historic features while continuing to permit the efficient use of land."

Under NMC 17.42.020, Planned Development Overlay Districts may be combined with any principal zoning district consistent when doing so is consistent with the purpose and provisions of the PD Overlay district. Here the underlying DMU zoning and DMU designation will be combined with the PD designation, consistent with the specific purposes of a planned development overlay district.

The Planned Development Overlay (PD-37) was originally adopted by the City Council through Ordinance No. O2018-014 on December 4, 2018, to facilitate a previous entitlement for redevelopment of the earthquake-damaged Franklin Station Post Office

building and adjacent parcels including the adjacent Zeller's Ace Hardware parcel (APN: 003-208-002), and the City-owned parking lot parcel at Randolph and Second Street.

For the Franklin Station II Project (PL25-0068), the PD-37 Overlay is amended to reflect a revised project boundary and development program. The updated PD-37 removes the Ace Hardware parcel from the overlay and expands the boundary to include the Wine Valley Box Unit parcel and three condominium parcels within the Young Building. These adjustments reflect the current Project configuration and ensure that the regulatory framework aligns with the properties proposed for redevelopment.

VII. REQUIRED FINDINGS

The following section identifies the required findings Cultural Heritage Commission must make to support the approval of the Certificate of Appropriateness. The detailed Staff analysis for each finding can be found in the resolution included as **Attachment 2** to this report.

Certificate of Appropriateness

Pursuant to NMC Section 15.52.070.D.2, major alterations to a Local Landmark require the approval of a Certificate of Appropriateness processed in accordance with NMC Section 15.52.070.E.3. As such, the required findings shall be made, which are analyzed in detail in **Attachment 2, Draft Resolution (Certificate of Appropriateness)**, pursuant to NMC Section 15.52.070.F.3.

- The project preserves, enhances or restores the exterior architectural features of the local landmark; and
- The project will not result in a substantial adverse change to the integrity of the local landmark or its major exterior character-defining features; and
- The project will not adversely affect the special character or special historic, architectural, or aesthetic interest or value of the local landmark; and
- The project is consistent with the applicable Secretary of the Interior's Standards; and
- The project is consistent with applicable historic design guidelines; and
- The project will not negatively impact the integrity of a cultural landscape through alteration of spatial organization, landscape features, circulation patterns, or small scale features that are character defining features of the resource.

VIII. PLANNING COMMISSION REVIEW

The Planning Commission held a Special Meeting on June 30, 2026, to consider a recommendation to the City Council regarding multiple entitlements (PL25-0068), including a Development Agreement, a Zoning Amendment amending the Planned Development Overlay (PD-37) District, a Tentative Parcel Map, and a Design Review Permit, and related approvals, to provide for the redevelopment of an approximately 1.44-

acre property, including two new buildings and the preservation of the Franklin Station Post Office building.

The Planning Commission generally had discussion points regarding the south-facing façade of the Mixed-Use Development building, the parking requirements, the overall design and materials for the new addition of the Post Office Redevelopment, the Development Agreement, and the proposed public improvements.

After the closure of public comment and further deliberation by the Planning Commission, the Planning Commission made multiple motions recommending City Council approve the Project, with additional recommendations related to the materials, the design of the south-facing façade, and the parking requirements.

IX. ENVIRONMENTAL REVIEW

Staff recommends that the Cultural Heritage Commission recommends that the City Council finds that the Project would not have environmental effects that were not examined in the Downtown Napa Specific Plan Environmental Impact Report (the “DNSP EIR”), that the Project is within the scope of the development program analyzed in the DNSP EIR, and that no subsequent EIR is required for the Project, as documented in the Section 15168 Analysis and Addendum, as provided in **Attachment 9, CEQA Addendum**, and the Project Mitigation and Monitoring Report Program (the “MMRP”); and alternatively, that the Project is exempt from CEQA under CEQA Guidelines section 15332 and none of the exceptions in CEQA Guidelines section 15300.2 have application.

X. PUBLIC NOTICE

Notice of the scheduled public hearing was provided on June 26, 2026, by US Postal Service to all property owners within a 500-foot radius of the subject property. Notice of the public hearing was also published in the Napa Valley Register on June 25, 2026, and provided to people previously requesting notice on the matter at the same time notice was provided to the newspaper for publication. The Applicant was also provided a copy of this Report and the associated attachments in advance of the public hearing on the project.

XI. PUBLIC COMMENT

As of the publication of this Report, no public comment has been received directed to the Cultural Heritage Commission; however, the Planning Commission received additional correspondence as reflected in **Attachment 10, Public Correspondence**. Any comments received after the publishing of this report will be provided to the Cultural Heritage Commission via a supplemental memorandum.



MEMO

TO: CHAIR VAN GIESEN, MEMBERS OF THE CULTURAL HERITAGE COMMISSION
FROM: RYDER DILLEY, PLANNING MANAGER
DATE: JULY 9, 2026
SUBJECT: ITEM 7.A FRANKLIN STATION II REDEVELOPMENT PROJECT AND
DEVELOPMENT AGREEMENT (PROJECT NO. PL25-0068)

Following the publication of the July 9, 2026, Cultural Heritage Commission Agenda, correspondence was received for consideration for the Franklin Station II Redevelopment Project and Development Agreement (Project No. PL25-0068) identified as Public Hearing Item 7. A.

The correspondence includes letters from the following, attached to this memorandum

- Christine Madrid French, Napa County Landmarks (07-09-2026)

**Napa County Landmarks**

P.O. Box 267

Napa, CA 94559-0267

707-231-8261

napacountylandmarks.org

christine@napacountylandmarks.org

June 30, 2026

Re: Franklin Station II Project (Project No. PL25-0068)

To All Interested Parties,

On behalf of Napa County Landmarks, I am writing to confirm that the Board of Directors has endorsed the plans for the Franklin Station Post Office as submitted to the City of Napa, including the proposed partial demolition of the building and the restoration and reconstruction of the primary façade, exterior lanterns, interior lobby spaces, and adjacent walls. The plans were presented to the Board of Directors on April 23, 2025.

The Board recognizes that the current application establishes the preservation framework for the project. As the project advances and detailed architectural plans are developed, Napa County Landmarks is committed to working collaboratively with the property owner and project team to support the thoughtful restoration and reconstruction of the building's historic features, consistent with both the preservation approach endorsed by the Board and the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Napa County Landmarks believes the proposed project represents a significant investment in the long-term preservation and continued use of one of Napa's most important historic resources.

We appreciate the thoughtful work that has gone into the current proposal and respectfully submit this letter in support of the project.

Thank you for your consideration.

Sincerely,



Christine Madrid French
Executive Director



**NAPA COUNTY
LANDMARKS**

Napa County Landmarks

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Napa, CA 94559-0267

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Franklin Station Post Office II

Preservation FAQ

1. What did the Napa County Landmarks Board review and endorse?

The Napa County Landmarks Board of Directors reviewed and endorsed the current plans as submitted to the City of Napa, including the proposed partial demolition of the building and the restoration and reconstruction of the primary façade, exterior lanterns, historic lobby spaces, and adjacent walls. The current application sets the preservation framework for the project, with additional architectural and preservation details to be developed as the project moves forward.

2. Why does Napa County Landmarks support the proposed partial demolition of the Franklin Station Post Office?

Napa County Landmarks supports the project because it preserves important historic features of the Franklin Station Post Office as part of the larger redevelopment. The proposal includes the restoration and reconstruction of the primary façade, exterior lanterns, historic lobby spaces, and adjacent walls. The Board believes the project is an important investment in the long-term preservation and continued use of one of Napa's most important historic buildings.

3. How can the project move forward before all of the architectural and preservation details have been developed?

The current application sets the overall preservation framework for the project. Additional decisions about the restoration and reconstruction of individual historic features will be made as detailed architectural plans are developed. Napa County Landmarks supports continued collaboration among the property owner, project team, preservation professionals, and the City throughout this process.

4. How will the significant historic features of the Franklin Station Post Office be protected as the project moves forward?

The current proposal identifies important historic features that will be retained, restored, or reconstructed. As detailed plans are developed, Napa County Landmarks will continue working with the property owner and project team to support the careful treatment of these features consistent with the approach endorsed by the Board and the Secretary of the Interior's Standards for the Treatment of Historic Properties.

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5. How will the historic windows be addressed as part of the project?

The historic windows are important character-defining features of the Franklin Station Post Office. Consistent with the Secretary of the Interior's Standards for Rehabilitation, the project should prioritize their retention and repair wherever feasible.

Where historic windows have deteriorated beyond repair or replacement is otherwise necessary, new windows should match the historic windows in design, appearance, and, where possible, materials. The treatment of the windows will be further evaluated as detailed architectural plans are developed.

6. Will Napa County Landmarks remain involved as the project moves forward?

Yes. Napa County Landmarks will continue working with the property owner and project team as detailed architectural plans are developed to support the careful treatment of the building's important historic features.

7. How were the historic and character-defining features of the Franklin Station Post Office identified and evaluated?

The Franklin Station Post Office is listed in the National Register of Historic Places, and its nomination documents the building's history, significance, and character-defining features. Following the 2014 South Napa earthquake, LiDAR scans were also created to provide a detailed three-dimensional record of the structure. Together, these resources help guide the preservation approach for the project.

8. What measures will be taken to protect historic materials and features during demolition and construction?

Historic features and materials will be carefully identified and evaluated during demolition and construction. Where feasible, materials will be salvaged and reused in the new design or appropriately rehomed.

9. How will the new construction relate to the historic post office while remaining distinguishable from the historic building?

The historic post office projects significantly from the new building, allowing it to retain its distinctive form and visual presence. New glass walls separate the historic structure from the new construction while continuing the cornice line of the original building.

10. What is the long-term benefit of incorporating the historic post office into the larger redevelopment?

The project provides an opportunity to preserve important features of the Franklin Station Post Office while incorporating the historic building into the future use of the site. This approach will help maintain the building's architectural presence and connection to Napa's history as the surrounding property changes.