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**CULTURAL HERITAGE COMMISSION STAFF REPORT
OCTOBER 25, 2018**

AGENDA ITEM 7.A. File No. 17-0090 **FRANKLIN STATION HOTEL PROJECT**

I. GENERAL INFORMATION

PROJECT SUMMARY: Certificate of Appropriateness for revised historic design guidelines to facilitate the redevelopment of the earthquake damaged Franklin Station Post Office building that will allow alterations and additions consistent with the National Register of Historic Places designation

LOCATION OF PROPERTY: 1351 Second Street
APN 003-208-001

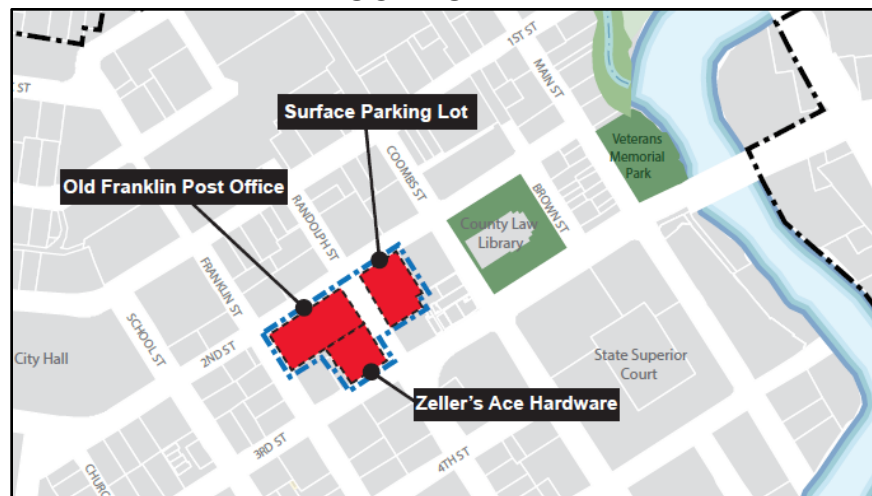
GENERAL PLAN: Existing: DP, Downtown Public
Proposed: DMU, Downtown Mixed Use (1351 Second Street only)

ZONING: Existing: DP, Downtown Public
Proposed: DMU, Downtown Mixed Use (1351 Second Street only)

APPLICANT: James Keller
1351 Second Street LLC
1455 First Street, #217
Napa, CA 94559
Phone: (707) 927-4280

STAFF PLANNER: Erin Morris, Planning Manager
Phone: (707) 257-9530

LOCATION MAP



II. PROJECT HISTORY / DESCRIPTION

The Applicant is requesting approval of a Certificate of Appropriateness to facilitate the redevelopment of the earthquake damaged Franklin Station Post Office building at 1351 Second Street. The building is listed in the National Register and is a local landmark property. The proposed rehabilitation includes the reuse of the historic structure by developing a downtown hotel. The proposed hotel, which has not yet been designed, would have a maximum of 163 hotel rooms with associated amenities such as a restaurant, spa, and retail. If the proposed project applications are approved, the Applicant intends to partner with an experienced hotel developer to design, construct, and operate the future hotel building.

In addition to the Post Office property, the project site also includes two nearby properties. The hotel structure would be constructed on both the Post Office and the adjacent Zeller's Ace Hardware site located to the south at 819 Randolph Street. The property owner of 819 Randolph entered into an agreement with the Applicant to sell the property. Required parking for new land uses would be located within a new automated mechanical parking structure on the existing 55-space City-owned surface parking lot at Randolph and Second Street across the street from the hotel. The parking structure would replace the surface spaces and provide public parking (65 public parking spaces to replace the existing 55 spaces) and sufficient additional parking to meet parking requirements for new hotel uses and an approximately 7,000 square foot retail space intended to activate the garage's street frontage.

The approvals requested by the Applicant for the project include a General Plan Amendment, Specific Plan Map Amendment and Appendix G Historic Resources Design Guidelines Amendment, Zoning Amendment, Planned Development Overlay, and Development Agreement. Although the project design has not yet been completed, the Applicant is also requesting an initial Certificate of Appropriateness because the approval of the requested entitlements would authorize removal of portions of the Post Office building and an addition exceeding the height of the Post Office building. However, once the design of the project has been completed, the Applicant will be required to obtain approval of a second Certificate of Appropriateness prior to approval of a Design Review Permit.

The proposed Certificate of Appropriateness requests approval to perform work on the Post Office building in accordance with revised Downtown Napa Historic Resources Design Guidelines (Appendix G pages 116 & 117) (Attachment 2) governing the Franklin Station Post Office building and site. These revised Guidelines would replace the existing Guidelines within the 2012 Downtown Specific Plan (Attachment 3), which did not contemplate the rehabilitation that is now required to preserve the building after the 2014 earthquake. These historic guidelines would be incorporated into the PD, Planned Development Overlay proposed for the project. The revised Guidelines are intended to meet the intent and goals of the City of Napa Downtown Historic Design Guidelines and to mitigate the impacts of the project on the Post Office building.

As part of the City's review and final action on the requested approvals, environmental review has also been conducted. All of the requested approvals, with the exception of the

Certificate of Appropriateness, will be reviewed by the Planning Commission at a separate, noticed public hearing. It is anticipated that Design Review applications for the hotel and parking structure along with a second Certificate of Appropriateness for the hotel would be filed and reviewed within 24 months of Planned Development/Development Agreement approval. If the project ultimately includes accessory uses that require land subdivision a Tentative Map would also be required.

In summary, the proposed actions are:

General Plan Amendment – The proposed General Plan Amendment would change the existing designation of the Post Office parcel from DP, Downtown Public to DMU, Downtown Mixed Use. The amendment is limited to the Post Office parcel because the Zeller parcel and parking lot parcel are already designated DMU.

Zoning Amendment – A Zoning Amendment would change the Post Office parcel from DP, Downtown Public to DMU, Downtown Mixed Use, consistent with the proposed General Plan Amendment.

Specific Plan Amendment – A Specific Plan Amendment would change Figure 4-1 of the Downtown Specific Plan to reflect the proposed DMU land use and would replace Pages 116 and 117 of the Downtown Napa Historic Resources Design Guidelines with new pages to allow implementation of the historic rehabilitation project that is now required to preserve the building after the 2014 earthquake. The new Historic Standards, which are also referenced in the Planned Development Overlay, are intended to meet the intent and goals of the Downtown Specific Plan Historic Design Guidelines by applying specific requirements related to protection of the Franklin Station building's "significant historic features" and to the additions and alterations necessary to facilitate adaptive reuse.

Planned Development Overlay – The proposed Planned Development Overlay of the three project parcels includes a PD, Planned Development Overlay District that would establish specific use provisions, specific development standards, design guidelines, and height limitations. The PD would allow the development of up to a 163-room hotel with accessory uses in coordination with the rehabilitation of the National Register of Historic Places defining features of the Post Office structure, which includes the Second Street building frontage and interior lobby.

Development Agreement – The proposed Development Agreement would facilitate rehabilitation and reuse of the most historically significant component of the Franklin Station post office building. The agreement would grant a vested right to the developer in accordance with the project approvals, including the General Plan Amendment, Specific Plan Amendment/Zoning Amendment, and the Planned Development Overlay for a specified term provided that the developer complies with specified timing requirements for completing the design and construction of the proposed project.

Certificate of Appropriateness – The Certificate of Appropriateness, which is the only project application subject to the Cultural Heritage Commission's review, involves review of the proposed revised Historic Resources Design Guidelines. As noted above, the Cultural Heritage Commission will review the revised Historic Standards and will provide

its recommendations to the Council, who will also consider Planning Commission recommendations on other project components.

III. PROJECT CONTEXT

The Franklin Station Post Office, which was added to the National Register of Historic Places on January 11, 1985, was designed in the Art Deco style by Architect William H. Corlett and built in 1933. The building experienced significant damage as a result of the 2014 South Napa Earthquake. Because of the extensive earthquake damage, the Postal Service relocated across the street and planned to demolish the building noting that it would cost \$8 million to repair quake damage while it would cost only \$500,000 to demolish it. In June 2015, significant local efforts to save the building were successful and the Postal Service agreed to stop pursuing demolition and instead pursue the sale of the property. After several failed attempts to sell the building, the Applicant, Jim Keller, agreed to purchase and rehabilitate the property.

In February 2017, the City of Napa and the Applicant entered into an “Agreement of Purchase and Sale and Joint Escrow Instructions, C2017-037,” to allow the Applicant to acquire the City surface parking lot located at the southeast corner of Randolph and Second Street across the street from the Franklin Station site for the specific purpose of providing parking to serve the proposed hotel. The Agreement provides that upon approval of the necessary entitlements and final design of the hotel, the City would transfer the City-owned surface parking lot to the Applicant.

The project site is within the core of Downtown Napa, bounded on the north by retail and office uses across Second Street, to the east by a surface parking lot and retail use across Randolph Street, 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 project site include a variety of retail stores, offices, restaurants, services and visitor attractions.

Development Agreement

The Project includes a Development Agreement between the City of Napa and the Applicant (Attachment 6). A Development Agreement is a contract between the City and a developer that authorizes the type and amount of development that would occur on property within a specific period of time. Development Agreements typically provide developers with vested development rights in exchange for providing the City with certain public benefits. A Development Agreement must comply with the General Plan, but may establish different development standards than provided by conventional zoning regulations.

IV. ANALYSIS

A. GENERAL PLAN AND ZONING

The Post Office property has a General Plan and Zoning designation of Downtown Public (DP) reflective of its public use. The primary intent of this land use designation and zoning

district is to provide for public and quasi-public uses dedicated to community-serving purposes such as government offices and related community service facilities.

The application proposes a General Plan Amendment and Zoning Amendment of the Post Office property from Downtown Public (DP) to the Downtown Mixed Use (DMU) land use designation and zoning district similar to surrounding property. The DMU land use designation and zoning provide for retail uses; administrative and other offices; institutional, recreational, entertainment, arts and cultural uses; and hotels and conference facilities that strengthen Downtown's role as the community's center. The two other properties included in the application (Zeller's ACE hardware and City parking lot property) are already designated DMU and therefore do not require an amendment.

In order to approve the requested General Plan Amendment, the City Council must find that the proposed Amendment is in the public interest and that the application is internally consistent with other goals, policies and programs of the General Plan.

The Downtown II Building Form Zone provides for a maximum front setback of 15 feet and does not require rear or side building setbacks. A building stepback of five feet is required for buildings that are located adjacent to residential structures for the third story and above. Building height is limited to 60 feet as measured from the ground to the mid-point of a pitched roof, or to the parapet of a flat roof. Special design features may extend beyond the height limit, including architectural elements such as steeples and towers.

B. DOWNTOWN SPECIFIC PLAN POLICIES

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. People should be able to pursue a range of activities, such as shopping at local boutiques, eating in restaurants that open onto sidewalks and public gathering places, attending markets and festivals, and listening to live music and other entertainment.

To achieve this goal, several overarching land use policies provide the framework for the different districts of Downtown. These policies direct and locate allowed uses in a deliberate and consistent manner. The policies encourage activity on the streets, promote gathering in public places, and attract more shops and businesses in new and redeveloped buildings, as well as in existing historic structures in Downtown.

To help achieve these goals, the Downtown Specific Plan includes the following policies that are applicable to the proposed development:

- *Revive Downtown as the primary job center in Napa. Promote the role of Downtown as the primary place where civic buildings are concentrated and where people come together to enjoy public art and culture, open spaces, and public facilities.*
- *Build on Napa's inventory of historic structures to set the tone for Downtown design.*

- *Reuse, rehabilitate, and restore buildings and/or building elements wherever practical and feasible.*
- *Promote the concentration of activity generating uses in the core area of Downtown, including retail shops, offices, commercial services, restaurants and entertainment venues.*
- *Place priority on high-quality design and developing unique structures that complement their surroundings, orienting buildings and entrances to streets and public gathering places.*

C. HISTORIC PRESERVATION REGULATIONS

The Franklin Station Post Office Building is listed on the City's Historical Resource Inventory (HRI) as a local landmark building and has been assigned a California Historical Resource Status Code (CHRSC) of 1S and 5S1 (listed on the National Register and the California Register) and listed as a local landmark. The proposed guidelines which would govern the renovation would provide for the removal of the rear portion of the building, while retaining and rehabilitating the simple geometry of the building's massing with the projected central core that is flanked by two recessed wings on the east and west facades.

A Certificate of Appropriateness is required for a local landmark building when a major alteration is proposed. The Historic Preservation Ordinance defines major alteration as:

- *Removal or replacement of more than 30% of the combined square footage of the exterior architectural features, and*
- *Additions greater than 120 square feet or that exceed the height of the main building.*

The entire structure is in deteriorated condition due to four years of closure since the 2014 South Napa Earthquake. The United States Postal Service estimated that the damage to the building would cost \$8 million in repairs to make the building functional again for Post Office purposes. The Project would allow the Applicant to remove the damaged shell of the Post Office building, and retain and rehabilitate its historic front (north) and partial east and west side facades. The proposal also includes what constitutes an addition above and behind the Post Office building, along with related new construction at the west side of the historic structure that wraps around the rear of the overall site to the east side of the block. The Project would allow, with a second Certificate of Appropriateness to be considered by the Cultural Heritage Commission at a later date once the design of the hotel has been completed and subject to detailed compliance with the Secretary of the Interior's Standards for Rehabilitation, the removal of approximately 4/5ths of the structure from the site, leaving the identified historic features of the building front to a depth equal to and inclusive of the depth of the existing interior lobby. The adaptive reuse and rehabilitation would include an addition to the retained portion of the building located behind the structure. The addition would be allowed to be taller than and wider than the resource, up to the height limits and property setbacks specified in the Downtown Specific Plan. The required removal of a significant portion of the structure was not contemplated in the pre-earthquake guidelines.

The proposed project additionally relates to separate historic structures on the subject block and an adjacent block, The Uptown Theatre and the First Presbyterian Church. The existing Historic Guidelines address those structures, and the Applicant will be required to comply with them as part of the future Design Review.

As the future renovation will most likely include removal of more than 30% of the perimeter walls and an addition that will be taller than the main building, the Applicant has applied for a Certificate of Appropriateness for major alteration of a building listed in the City of Napa as a local landmark. Buildings listed as local landmarks are referred to the Commission for a recommendation to approve a Certificate of Appropriateness for major alteration. The Cultural Heritage Commission's recommendation to approve of the Certificate of Appropriateness on this application is subject to the required findings in NMC Section 15.52.050 (F). These findings are provided in the draft resolution attached to this staff report (see Attachment 1).

D. HISTORIC RESOURCE DESIGN GUIDELINES

The City's Downtown Specific Plan (DNSP) includes *The Downtown Napa Historic Context Statement & Survey Report* and the *Downtown Napa Historic Resources Design Guidelines* ("Guidelines") prepared in conjunction with the Specific Plan (Page & Turnbull, 2010 and 2011). The Guidelines provide recommendations related to the maintenance and alteration of historic buildings in the Downtown area. These site-specific guidelines are referred to "Appendix G" of the DNSP.

The existing guidelines (see Attachment 3) developed for the Post Office Building include the following recommendations:

Retain:

- *Tripartite massing*
- *the Sunken light well at primary façade*
- *the Brick cladding*
- *the Granite stairs,*
- *the Art Deco architectural details which include*
 - *the Fluted pilasters,*
 - *Terra cotta details at cornice and beltcourse,*
 - *Terra cotta panels with eagle motif,*
 - *Large exterior lanterns,*
 - *multi-light steel sash windows,*
- *interior lobby finishes and lighting*
- *U.S. Post Office signage*
- *Landscaping on east and west ends of building.*

Consider:

- *Retention of existing Post Office use,*
- *Cleaning and repair of deteriorated lanterns, granite stairs, and other materials*

- *Replacing non-historic doors with WPA Moderne style doors*

Avoid:

- *using harmful chemical and physical treatments*
- *damage to or removal of terra cotta and brick architectural elements*
- *Alterations to landscaped open space at east and west ends*

As previously discussed, the Franklin Station Post Office experienced considerable damage as a result of the South Napa Earthquake. Because of the extensive damage the Postal Service determine it was no longer feasible to retain the existing Postal Service use. A 2015 National Register of Historic Places (NRHP) amendment determined the following:

The earthquake damage affected the property's interior architectural integrity with regard to the aspect of materials. The materials of the interior at the east and west sides of the lobby have been severely compromised. Materials such as terracotta, marble, and brick were damaged, broken, and dislodged at the interior ends of the building. The central areas of the lobby's interior have less damage to the historic character defining features as the east and west sides of the building. Overall, the amount of materials lost is insufficient to result in diminished integrity of the building's interior great enough to impact the building's historic status. This amendment determines that the 2014 earthquake damage did not significantly affect the property's exterior architectural integrity of design, workmanship, materials, and location. The property continues to meet Criterion C for listing in the National Register because the qualities which caused it to be originally listed are still conveyed.

Based on the information in the amendment, the Napa Landmarks and the United States Postal Service, with consultation with the California State Historic Preservation Officer, developed a Preservation Covenant. That document was completed in consultation with Keller prior to the building's sale, and the Preservation Covenant recorded with the quitclaim deed on March 6, 2017. In addition to providing guidance, process and restrictions on the building's preservation, the Preservation Covenant is intended to mitigate impacts to the Significant Historic Features of the Historic Building, as it exists after the earthquake and removal of the post office use.

The determination to amend the historic design guidelines is based on information and analyses in the pre-earthquake guidance from the Downtown Napa Historic Resources Design Guidelines, the subsequent post-earthquake National Register amendment and the Preservation Covenant, the Secretary of the Interior's Standards for Rehabilitation and the related environmental review required under CEQA. The Preservation Covenant was the guiding influence in the development of the proposed historic guidelines that will apply to future Design Review of the hotel restoration.

The proposed guidelines (see Attachment 2) include the following recommendations:

Retain

Exterior

- *Maintain the simple geometry of the building's massing with the projected central core that is flanked by two recessed wings.*
- *Sunken light well at primary façade à Brick cladding.*
- *Granite stairs*

Interior

- *Original cast bronze drop lights and raised-plaster ceiling.*
- *Decorative terrazzo floor and marble wainscoting.*
- *Raised bas relief gilt and painted plaster walls and ceiling.*
- *Terracotta panel with geometricized floral pattern at each end of the central frieze and the carved Art Deco wood ornaments over the service counter.*
- *Original hanging lobby lamps and original brass-framed bulletin boards.*

Consider

- *Cleaning and repair of deteriorated lanterns, granite stairs, and other materials.*
- *Including a superior level of architectural detailing and quality of materials in new construction that complements the historic Franklin Station Post Office. New construction need not mimic the "historic" architectural style and should avoid imitation that results in a contrived appearance or otherwise distracts from or competes with the original historic facade.*
- *Replacing non-historic doors with WPA Moderne style doors.*

Avoid

- *Harmful physical or chemical treatments.*
- *Damage to or removal of brick or terra cotta elements.*

These proposed Historic Guidelines would replace the existing (pre-earthquake) guidelines and provide for the adaptive reuse as a hotel with rooftop, side and rear additions consistent with the site plan, scale and massing exhibits if appropriate in order to rehabilitate the earthquake damaged historic resource.

E. SECRETARY OF INTERIOR STANDARDS

The Downtown Napa Historic Resources Design Guidelines direct the project proponent to follow, where feasible, the Secretary of the Interior's Standards for Rehabilitation. As the project provides for the alteration and addition to the historic structure, the appropriate treatment and evaluation standard is that of rehabilitation, which is defined as follows:

"When repair and replacement of deteriorated features are necessary; when alterations or additions to the property are planned for a new or continued use; and when its depiction at a particular period of time is not appropriate, Rehabilitation may be considered as a treatment."

The Historic Resource Evaluation included the following assessment of the project's consistency with the Secretary of the Interior's Standards:

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

The historic structure was historically used as a post office, including commercial and retail postal service uses. Yet, the historic post office has been vacant since 2014 and the postal uses have been abandoned. The proposed new uses associated with the historic structure will be commercial and, specifically, a hotel use, which will include public use areas. Per the PD Historic Standards, the project intent is to:

- Retain and rehabilitate all of the identified, historically significant areas, spaces and features of the historic building;
- Add related new construction behind, alongside and above the historic building and with which to adaptively reuse the property while continuing and reinforcing its identified historic character.

Based on the current sets of guidelines, the identified distinction and distinctive (i.e., character-defining) exterior and interior materials, features, spaces and spatial relationships of the historic building will be minimally changed.

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

The identified historic features of the building will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize the property that did not sustain earthquake damage will be avoided. These character defining features include:

The 2015 identified historic character of the property consists of:

- Projected central area flanked by two recessed wings
- Simple geometry of the building's massing
- Seven piers topped by a terracotta "capital" in a stylized floral motif
- Cornice extending from the roofline formed of terracotta rams and cow's heads
- Ornament that consists of decorative brickwork and terracotta panels in a geometric motif
- Bronze and milk glass urn-shaped light fixtures adjacent to the entryways

- Large terracotta panel containing an Art Deco eagle above each door
- Monolithic windows on the main facade
- Original cast bronze drop lights and raised-plaster ceiling
- Decorative terrazzo floor
- Marble wainscoting
- Raised bas relief gilt and painted plaster walls and ceiling
- Terracotta panel with geometricized floral pattern at each end of the central frieze
- Carved Art Deco wood ornaments over the service counter
- Original hanging lobby lamps
- Original brass-framed bulletin boards

Relative to the identified extent of the historic building, which consists of the identified exterior and interior forms, features and materials of the building front to a depth equal to and inclusive of the depth of the existing interior lobby, the proposed project will, without exception, retain the historic building's identified character-defining forms, features, materials, and spatial relationships, so it will retain and preserve the identified historic character and characteristics of the building and its property.

Further, while the identified historic building consists of its frontward portion, the character-defining cornice extends around the existing central building mass. Though the sideward and rearward portions of that cornice are not identified as character-defining, they are elements of historic architectural interest so they may be additionally recommended for architectural salvage and potential reuse as part of the Project.

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

The identified historic building stands on the front portion of the project site. As summarized above, the project will develop the overall site, while retaining and rehabilitating all character-defining forms, elements, and materials of the historic building. Per the project guidelines, proposed new construction is intended to specifically avoid imitation that would result in a contrived appearance or would otherwise detract from or compete with the retained historic building, and conjectural features are to likewise be avoided. Based on this direction, the project will not create any false sense of historical development.

- 4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.*

The identified character and characteristics of the historic building are original. No subsequent changes are identified as historically significant, so none are identified as character-defining nor are any proposed to be retained and preserved.

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

As discussed under Standard 2, the proposed work will retain and rehabilitate all distinctive spaces, materials, features and finishes, along with the construction techniques and craftsmanship embodied therein. Additionally, while the sideward and rearward portions of that cornice are not identified as character-defining, they are elements of historic architectural interest so they may be additionally recommended for architectural salvage and potential reuse as part of the Project.

6. *Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.*

Per the current guidelines and Preservation Covenant and consistent with the site plan, scale and massing exhibits, the project proposes to rehabilitate the historic building without replacement of historic features and materials – except where missing or severely deteriorated elements preclude repair, then replacement will be based on existing matching examples (as there are no severely damaged or missing features or materials that do not have an existing counterpart).

7. *Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.*

The general approach to this work will be to clean, repair and refinish historic elements and materials to restore their architectural and material integrity, and when repair is infeasible to replace severely damaged and missing elements in-kind or with a compatible substitute material (ex: cast ornamentation) based on equivalent existing elements.

Thus, at this programmatic design stage, foreseeable treatments of historic elements and materials include cleaning, patching/repairing, refinishing, and in-kind replacement. Each is an appropriate rehabilitation treatment.

8. *Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.*

The Specific Plan EIR includes mitigation measures Measure 4.D-2(a), 4.D-2 (b), 4.D-3, and 4.D-4 that require mitigation of impacts to and protection of, respectively, cultural resources, archeological artifacts, fossils, and human remains discovered on site during construction.

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

The proposed work includes:

- Retention and rehabilitation of the identified historic building;
- A new, multi-story addition behind, alongside and above the retained historic building.

At this project stage, the design of future additions and related new construction are programmatic. Yet, based on the site plan, scale and massing exhibits, the placement and design of the addition, specifically where it will stand alongside and above the historic building, is intended to be effectively set back from the retained historic building, with the placement of the addition located behind the plane of the front façade and the retained building volume directly behind the facade. As the guidelines also indicate, additions and new construction must give deference to the historic structure rather than compete with it for attention and interest so that the historic building stands out independent and in the foreground of the addition, with the addition clearly in the background.

Based on review of the proposed guidelines and the site plan, scale and massing exhibits, Staff believes that the proposed new additions, exterior alterations and new construction directly associated with the historic building will retain identified, character-defining historic materials, features and spatial relationships. Through implementation of the proposed guidelines, the future design will be independent of and differentiated yet with design characteristics that will complement the historic building in order to protect the present historic architectural integrity.

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

While there is little likelihood that the proposed new construction would be removed, if so, the essential form, elements, materials and spatial relationship of the identified historic structure would remain.

F. PLANNING COMMISSION

On October 18, 2018, the Planning Commission conducted a public hearing and recommended approval of the requested General Plan, Specific Plan and Zoning Amendments, Planned Development Overlay and Development Agreement. Included within the proposed Planned Development Overlay recommended by the Commission were specific design guidelines that will be used by the City in reviewing the future hotel building and garage structure. These design guidelines establish the framework for a comprehensive program that addresses both the historic preservation elements along with commercial building elements that will revitalize Downtown Napa into a vibrant place for both visitors and residents.

G. ENVIRONMENTAL REVIEW

The project is subject to environmental review under the California Environmental Quality

Act (CEQA). An Addendum to the Downtown Specific Plan Environmental Impact Report (“DNSP EIR”) has been prepared to analyze the site-specific impacts of the Franklin Station Hotel Project including the impacts to cultural resources, such as the Post Office Building, relative to the impacts analyzed in the DNSP EIR, which was certified upon approval of the Downtown Specific Plan. The DNSP EIR requires implementation of Mitigation Measure 4.D-1 which states that in order to reduce project-specific impacts to a less-than-significant level:

“The City shall require that any future development under the Specific Plan meets the intent and goals of the City of Napa Downtown Historic Design Guidelines. This includes any project that would alter historic resources or would be constructed adjacent to a historic resource.”

The Addendum (Attachment 5) concludes that with incorporation of the measures described above into the Project design, the Project will meet the intent and goals of the City of Napa Downtown Historic Design Guidelines. Therefore, with the implementation of Mitigation Measure 4.D-1, impacts to historic architectural resources are reduced to a less-than-significant level.

In order to ensure compliance through the construction process, prior to the issuance of any construction or building permit, including demolition, that would potentially impact the integrity of the Historic Building, plans shall be reviewed by a qualified historical architect. The potential impacts of the proposed alteration have been reviewed by Preservation Architecture (*Napa Franklin Station, Napa Historic Resource Summary & Project Evaluation*, report dated August 17, 2018) which concluded that the Project is consistent with the Secretary of the Interior’s Standards for Rehabilitating Historic Buildings and thus will not cause a substantial adverse change in the significance of this resource, in accordance with Section 15064.5(b)(3) of the CEQA Guidelines.

V. REQUIRED FINDINGS

The City Council’s approval of the Certificate of Appropriateness for this application is subject to the required findings in NMC Section 15.52.070(f)(3) of the Napa Municipal Code (Historic Preservation). These findings are provided in the draft City Council resolution attached to this staff report (see Attachment 1).

VI. STAFF RECOMMENDATION

Staff recommends that the Cultural Heritage Commission forward a recommendation to the City Council to: 1) consider the Addendum to the Final Program Environmental Impact Report Downtown Napa Specific Plan and determine that the potential environmental effects of the Project were adequately analyzed and addressed by a prior CEQA action as documented in the Addendum, and; 2) approve the requested Certificate of Appropriateness for the Franklin Station Hotel Project.

VII. ALTERNATIVES TO RECOMMENDATION

- Direct Staff to return to the Commission with a resolution documenting findings from the record of the hearing to support denial of the proposed project.
- Continue the application with direction for project modifications.

VIII. REQUIRED ACTIONS

Forward a recommendation to the City Council to: 1) consider the Addendum and determine that the potential environmental effects of the Project were adequately analyzed and addressed by a prior CEQA action as documented in the Addendum; 2) approve the requested Certificate of Appropriateness for the Franklin Station Hotel Project.

IX. NOTICE

Notice of the public hearing was provided by US Postal Service on October 11, 2018 to 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 October 12, 2018 and provided to people previously requesting notice on this matter the same date at least 10 days prior to the public hearing on October 12, 2018.

X. DOCUMENTS ATTACHED

Attachment 1 - Draft Resolution – Certificate of Appropriateness

Attachment 2 - Draft Revised Historic Design Guidelines (revised Appendix G of DNSP, pp. 116-117)

Attachment 3 - Existing Historic Design Guidelines (Appendix G of DNSP, pp. 116-117)

Attachment 4 - Applicant's Project Description

Attachment 5 - Franklin Station Project Addendum to the Final Program Environmental Impact Report Downtown Napa Specific Plan

Ex A - Traffic Analysis for Napa Post Office Redevelopment, prepared by Kimley-Horn and Associates, Inc., dated July 2018

Ex B - Historic Resource Summary and Project Evaluation, prepared by Preservation Architecture, dated August 17, 2018

Ex C – Downtown Napa Specific Plan Final Environmental Impact Report Mitigation Monitoring and Reporting Program

Attachment 6 - Draft Development Agreement

Reference Documents:

Downtown Specific Plan

Downtown Specific FEIR