

Historic Resources Policy Framework

Draft for Public Review

November 27, 2023

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Overview

This Public Draft Policy Framework was prepared for review by the Petaluma community. The first two sections provide important context and are identical in each of the draft policy frameworks. The “Introduction” section briefly explains general plans, Petaluma’s General Plan Update project, policy frameworks, project next steps, and key terminology. The “Policy Framework Foundations” section summarizes the analysis and community input that informed this policy framework.

The remaining sections are the core of this document that the City would like the community to review. The first of these sections, “Summary of Framework Approach,” summarizes the overall approach to the topic addressed by this framework. Next is the main body of the framework, the “Goals, Policies, and Actions” section, which is organized into several goals. Each goal, in turn, has several related policies. And many policies have actions that implement those policies.

Introduction

General Plans

State law requires that each city “adopt a comprehensive, long-term general plan for the physical development of the county or city.” This general plan must contain an “integrated, internally consistent and compatible statement of policies” that appropriately responds to local conditions and circumstances. General plans are organized into different “elements,” or chapters, like conservation, housing, and land use. There is no required time interval at which jurisdictions must update their general plans, though Housing Elements must be updated every eight years.

State law stipulates that capital improvements and certain other planning policies, such as specific plans, zoning actions, development agreements, and subdivisions, must be consistent with the general plan. The general plan also includes policies that relate to a wide variety of matters under local jurisdiction, which can guide future decision-making.

Petaluma’s General Plan Update

The current Petaluma General Plan was adopted in 2008 and last updated in 2012, and it accounts for a planning period through 2025. Petaluma has experienced a great deal of change since then, so the City initiated an update to the General Plan internally in 2020, and brought a consultant team on to assist with the project in 2021.

Petaluma’s updated General Plan will address many topics, including: natural environment, hazard mitigation, historic preservation, land use, urban design, housing, mobility, parks, facilities, the arts, economic development, and environmental justice. To meet State deadlines, the Housing Element was completed, adopted, and certified by the State in early 2023. Concurrently with the General Plan Update, the City is also developing a Climate Action Plan, the “Blueprint for Carbon Neutrality” (Blueprint); the team has worked to align the two concurrent efforts and will continue to align greenhouse gas reduction strategies with the General Plan elements as the Blueprint moves through the adoption process.

For more information about General Plans and Petaluma’s General Plan Update process, go to <https://www.planpetaluma.org/>.

Policy Frameworks

Purpose and Structure

Policy frameworks such as this one outline the proposed General Plan goals, policies, and implementation actions for each topic addressed by the General Plan. They were developed based on:

- The existing General Plan (<https://cityofpetaluma.org/general-plan/>)
- Key findings from the Existing Conditions Reports (see the “Policy Framework Foundations” section below)
- State requirements and guidance
- Related technical, policy, and programmatic resources
- Extensive community input (<https://www.planpetaluma.org/getinvolved>)
- The Vision, Pillars, and Guiding Principles developed based on community input (see the “Policy Framework Foundations” section below)
- Input from the General Plan Advisory Committee (GPAC) (<https://www.planpetaluma.org/gpac-page>)
- Input from City committees, boards, and commissions, and
- Guidance from City staff and consultants.

Topics Covered

There is a draft Policy Framework for each of the following topics¹:

- Natural Environment
- Safety
- Flood Resilience
- Land Use & Community Character
- Transportation
- Infrastructure & Utilities
- Public Facilities
- Parks & Recreation
- Historic Resources
- Arts, Culture, and Creativity
- Economic Development
- Noise
- Health Equity and Environmental Justice
- Implementation & Governance.

There are many connections among the topics covered in different frameworks. Generally, the following topics are addressed as follows. This list includes overarching topics and subtopics, and then lists the frameworks that address this topic in brackets. This is not a comprehensive list of topics covered or of intersections among frameworks:

Climate Change

- Greenhouse gas reduction (Blueprint for Carbon Neutrality, Parks & Recreation, Transportation, Infrastructure & Utilities)
- Mode shift, active transportation, EV charging, vehicle miles traveled (VMT) (Transportation)
- Green building² (Land Use & Community Character, Public Facilities, Infrastructure & Utilities)
- Low impact development³ (Natural Environment, Infrastructure & Utilities)
- Climate adaptation (Safety, Flood Resilience, Land Use & Community Character, Health Equity & Environmental Justice)
- Just transition⁴ (Economic Development)

Ecosystems

- Habitats, wildlife corridors, & open space (Natural Environment, Parks & Recreation, Transportation)
- Urban forestry⁵ (Parks & Recreation, Health Equity and Environmental Justice)

Petaluma River and Tributaries

- Ecology, habitats, & wildlife corridors (Natural Environment)
- Flooding (Safety, Flood Resilience)
- Adjacent land uses (Land Use & Community Character, Parks & Recreation, Historic Resources)
- Trails and transportation (Transportation)
- River Access and Enhancement Plan (Parks & Recreation, Flood Resilience)

Stormwater, Water Supply, and Wastewater

- Watershed and river protection (Natural Environment)
- Flood control (Flood Resilience, Parks & Recreation, Safety)
- Public water, water conservation, drought, & wastewater systems (Infrastructure & Utilities, Safety)

Transportation

- Mobility network⁶, accessibility⁷, safety, and VMT (Transportation, Parks & Recreation, Economic Development, Safety)
- Public realm⁸ (Land Use & Community Character, Noise)

15-Minute Neighborhoods

- Types, locations, and characteristics (Land Use & Community Character)
- Mobility networks, design, and safety (Transportation)

Equity (in addition to the Health Equity and Environmental Justice Framework)

- Tribal collaboration⁹ (Natural Environment, Historic Resources)
- Equitable transportation (Transportation)
- Park and public facilities access (Parks & Recreation, Public Facilities)
- Recreation program access (Parks & Recreation)
- Cultural equity (Arts, Culture, & Creativity)
- Economic justice¹⁰ (Economic Development)
- Community engagement (Parks & Recreation, Implementation & Governance).

Next Steps

The Public Draft Policy Frameworks will be reviewed by the public, Petaluma committees and commissions, the GPAC, and the City Council. Community input and related direction from the City will inform the Draft General Plan, which will also be reviewed by the community before it is presented to the City Council for adoption. A Program Environmental Impact Report (EIR) will be prepared and approved along with the updated General Plan. For the most up-to-date project information and schedule, go to <https://www.planpetaluma.org/>.

Key Definitions

When reviewing the Policy Frameworks, keep in mind these definitions:

- **Goal:** a general statement that expresses the outcomes towards which planning efforts are directed; often a topic-specific component of the Vision
- **Policy:** a statement of intent or direction that contributes toward achieving a goal and that guides decision-making
- **Action:** a specific activity, procedure, program, or project aimed at implementing a policy.

Policy Framework Foundations

Existing Conditions Key Findings

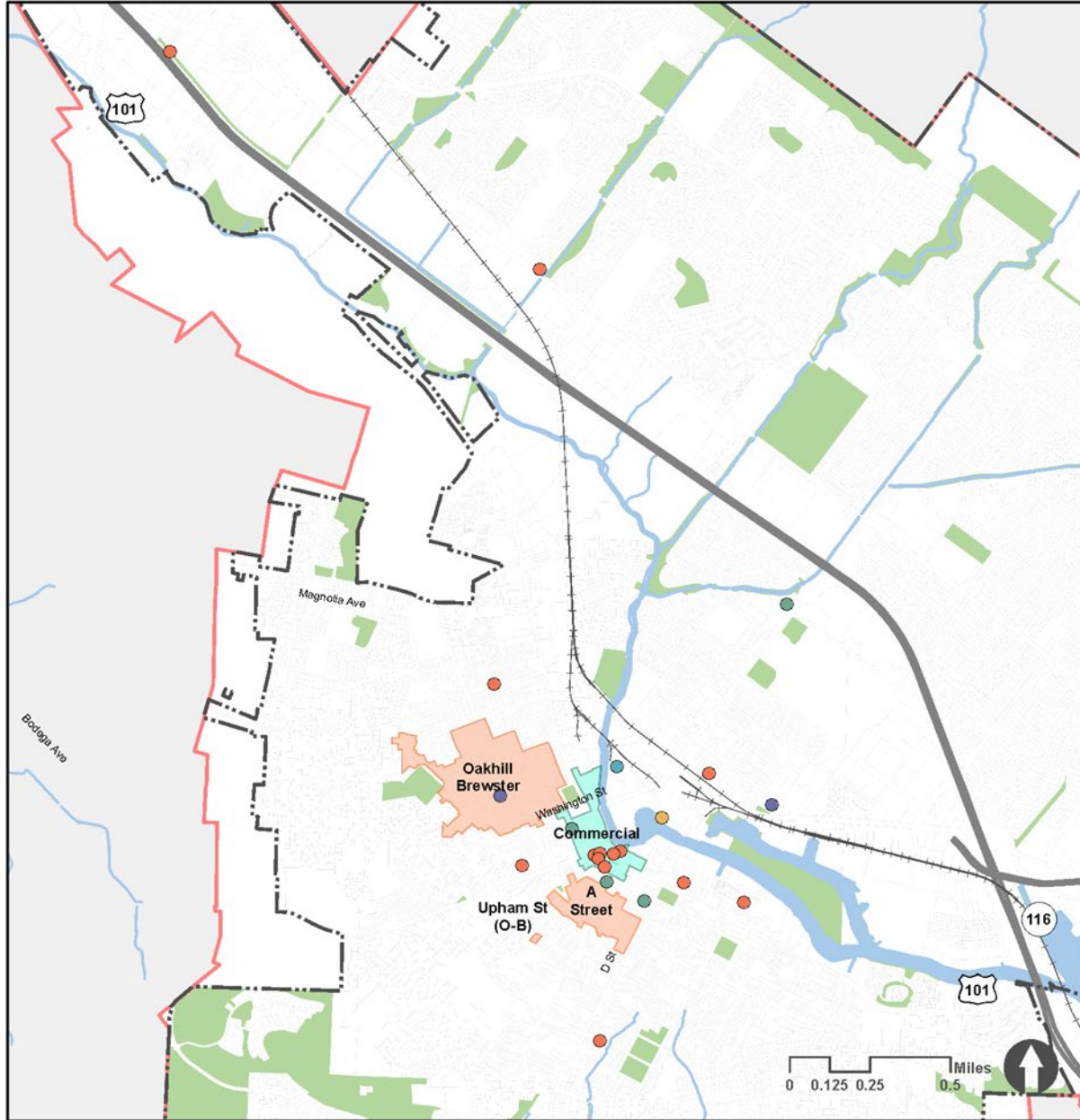
The Existing Conditions Reports for Petaluma’s General Plan Update serve as the technical analysis of diverse dimensions of the city’s status as evaluated in 2021. They provide a detailed analysis of current conditions and provide a data-based foundation for policymaking. The nineteen Existing Conditions Reports as well as a summary presentation can be downloaded from the “Plan Documents” section of the project website: <https://www.planpetaluma.org/documents#ecr-final>.

The following key findings from Existing Conditions Reports informed the preparation of this policy framework:

- The City has a unique, dense concentration of high-quality and intact residential, commercial, and industrial buildings in its historic core, which gives Petaluma its distinctive character. Petaluma is among the top tier of California cities with respect to the quality, density, and integrity of historic resources.
- The City is home to one National Register historic district and six individual National Register-listed properties, two California Register-listed properties, four Petaluma Landmark historic districts, and 20 individual Petaluma Landmark properties (Figure 1).
- The City of Petaluma does not maintain a comprehensive list of identified eligible historic resources, but several hundred have been identified as eligible for listing in national, state and/or local registers from previous evaluations and survey efforts.
- The City has a relatively robust regulatory framework and preservation planning program that can be bolstered with additional policies and programs and guidelines for implementation.
- In 2017 the Historic and Cultural Preservation Commission (HCPC) recommended updates to Petaluma’s demolition ordinance, including updates to the age trigger to apply to buildings over 45 years old (consistent with California Environmental Quality Act (CEQA) best practices). The ordinance approved by the City Council maintained the trigger to apply only to buildings built in 1945 or earlier. This approach is not consistent with current industry standards or CEQA regulations.
- Approximately 40% of the properties in Petaluma are currently age-eligible (at least 45 to 50 years old) for potential historic significance (excluding properties already listed as historic resources). While age-eligibility does not necessarily imply historic significance, it is one factor considered when evaluating potential historical resources. Properties are considered eligible historic resources if they meet the requirements of historic significance, historic integrity, and age-eligibility for a local, state, and/or national register of historic places (Figure 2).
- Age-eligible buildings surrounding existing historic districts could be district contributors if the boundaries of existing districts were reevaluated and expanded. Additional historic districts may also be eligible for listing (such as along D Street or a Riverfront Warehouse District).
- Central Petaluma has a high density of historic resources facing significant risks from sea level rise.
- Sensitive areas for infill include those with a high density of eligible historic resources that have not yet been officially designated (such as the riverfront warehouse district) and corridors with scattered potential historic resources (such as Petaluma Boulevard, E. Washington Street, and Bodega Avenue).

- Objective design standards for accessory dwelling units (ADUs), conversion of single-family residential properties to multi-family, and infill construction in historic districts and on or adjacent to properties with historic resources could help protect neighborhood historic character while providing more housing. Petaluma's Implementing Zoning Ordinance (IZO) Section 7.030 addresses ADU units on designated landmark sites and within designated districts but could be expanded to address conversion to multi-family residential and infill construction in historic districts or adjacent to designated landmarks.
- Rehabilitation (adaptive reuse) as a sustainable method of redevelopment, should be prioritized as a mechanism to enhance Petaluma's central core while maintaining its distinctive historic character.
- Historic and cultural resources can include both tangible and intangible resources. Native Americans, along with Asian, Russian, and Spanish communities have contributed to the culture and environmental stewardship of Petaluma, which should be recognized and celebrated through preservation, as appropriate, and events and culturally sensitive communication. The history and culture of other under-served and under-recognized groups should also be recognized and protected.

Figure 1: Map of Designated Historic Resources in Petaluma



Designated Historic Districts

- Local Petaluma Historic District
- Local Petaluma Historic District & National Register Historic District

Designated Individual Historic Resources (# parcels)

- National Register-Listed (2)
- California Register-Listed (1)
- Petaluma Historic Landmark (14)
- Petaluma Historic Landmark & National Register-Listed (4)
- Petaluma Historic Landmark & California Register-Listed (1)

- City Limit
- Urban Growth Boundary / Sphere of Influence
- Railway
- Freeway
- Water
- Parks / Open Space

Data Sources: City of Petaluma (2021); County of Sonoma (2021); ESRI (2021)

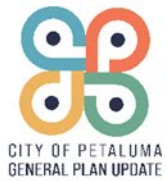
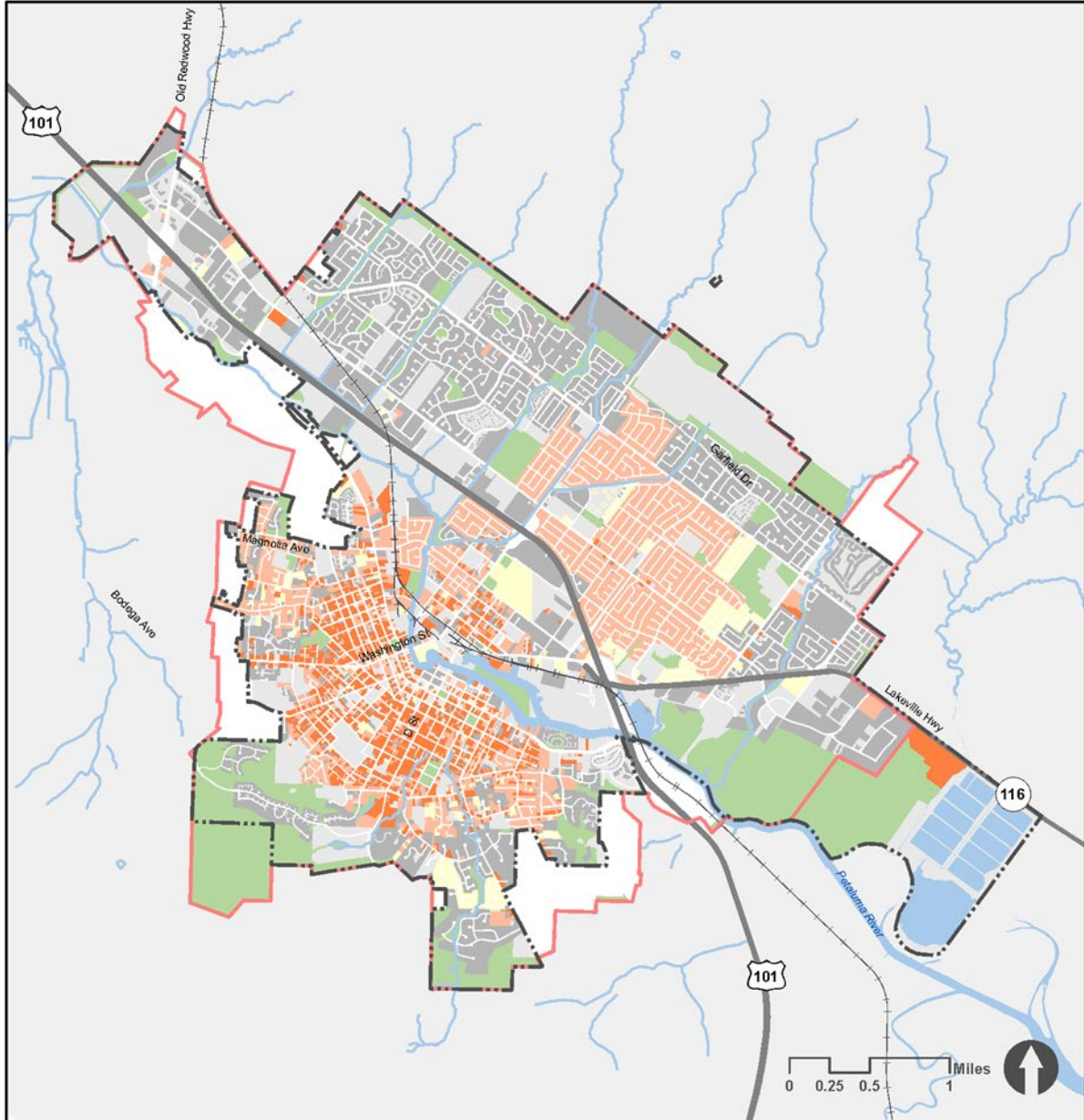


Figure 2: Map of Age-Eligible Properties in Petaluma



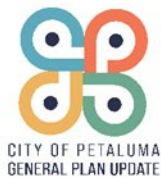
Year Built* (# parcels)

- 0 | No Year Built Data Available (1,762)
- 1840 - 1945 | Currently 76-181 Years Old* (2,282)
- 1946 - 1971 | Currently 50-75 Years Old* (6,057)
- 1972 - 1976 | Currently 45-49 Years Old (976)
- 1977 - 2019 | Currently Less Than 45 Years Old (9,429)

** Buildings that are 50 years or older are generally considered "age-eligible" as potential historic resources for the purposes of CEQA review.*

Data Sources: City of Petaluma (2021); County of Sonoma (2021); ESRI (2021)

- City Limit
- Urban Growth Boundary / Sphere of Influence
- Water
- Parks / Open Space
- Railway
- Freeway



Related Vision, Pillars, and Guiding Principles

The Vision Statement, Pillars, Guiding Principles, and Supporting Concepts reflect community engagement input that occurred during the Visioning Phase of the General Plan Update in 2021. On February 17, 2022, the GPAC voted unanimously to recommend that the City Council accept these Vision materials as the guidance for the ongoing General Plan Update planning process, and the City Council accepted them on March 21, 2022.

- The Vision Statement describes the desired future conditions and characteristics of the city.
- The Pillars are the core community values.
- The Guiding Principles and Supporting Concepts provide the broad direction and pathways to achieve the vision and honor community values, with a focus on the community's specific challenges and opportunities.

The Vision Statement, Pillars, and Guiding Principles and Supporting Concepts can be downloaded from the “Plan Documents” section of the project website:

<https://www.planpetaluma.org/documents#gpuvision>. Together, the Vision Statement, Pillars, and Guiding Principles and Supporting Concepts provide the basis for the goals, policies, and programs included in the General Plan elements.

The following verbatim excerpts from the Vision Statement, Pillars, and Guiding Principles informed the preparation of this policy framework:

Vision

Petaluma is a vibrant river town rooted in the relationship between our people and the land. We acknowledge that Petaluma is the traditional territory and unceded lands of the Coast Miwok peoples. We appreciate that our name springs from those tribes who first called this land home. Our identity also evolves from our deep agricultural roots, historic downtown, living river, and preserved open spaces. We honor this legacy to celebrate, protect, and restore our natural landscapes and habitats both within and outside our community. Together, we sustain a resilient ecosystem for humans, wildlife, and the earth.

We are creative. Our community is filled with art in a variety of colors, textures, materials, and forms. We build an environment that promotes beauty, resilient architecture, and inventive design citywide, where art, crafts, design, and economic innovation thrive. The arts bring meaning, whimsy, and imagination to our lives.

Pillars

Geographic Context and Sense of Place. Petaluma is distinguished by its topography, watersheds, coastal climate, surrounding greenbelt, and intact oak and riparian habitats. Petaluma's community character stems from its agricultural heritage, history as a river town, historic neighborhoods, legacy of growth management, sense of community, and engaged and forward-thinking population. The General Plan must preserve Petaluma's distinctive sense of place.

Climate Action, Resilience, and Sustainability. Petaluma is committed to bold action to achieve carbon neutrality by 2030 and to building resilience to climate change impacts, including sea level rise, increasing temperatures, drought, and wildfire intensity. The General Plan must build climate-ready communities

using science, technology, and bold ways of thinking to advance change in our relationship with the natural environment and to plan for current and future impacts.

Equity, Justice and Demographic Changes. Current demographic trends indicate that Petaluma will have an older, more diverse population well into the future. Petaluma commits to advancing social and economic justice to create an inclusive and equitable city in which all can thrive. The General Plan must prioritize supporting those who have been most affected by injustice and inequity and advances bold action in terms of housing, transportation, public spaces and intergenerational and multi-cultural programs in order to take advantage of opportunities and meet challenges as they arise.

Participatory Decision-Making and Government Transparency. Success in these endeavors will depend on an engaged community that participates in decision making and a government that is open and transparent. The General Plan must reflect the perspectives of Petaluma's diverse population, ensuring that opportunities to engage in public dialogue are accessible to all and setting the stage to address and solve future challenges with integrity, creativity and collaboration.

Guiding Principles

There are a total of sixteen Guiding Principles, each with multiple, lettered Supporting Concepts. The following Guiding Principles and Supporting Concepts informed this policy framework:

3. Protect and restore the natural function of the Petaluma River and its tributaries while expanding complementary recreational, entertainment, and civic opportunities.
 - b. Reinforce the city's identity as a river town.
 - c. Celebrate the role of the Petaluma River in the city's history, economy, recreation, and development patterns.
 - d. Recognize that the future economic, social, cultural, and environment of Petaluma is intertwined with the river.
 - e. Allow River Dependent Industrial uses to continue in a responsible manner.
9. Prioritize infill development in appropriate locations throughout the City.
 - b. Revitalize commercial corridors with a diverse mix of uses.
 - d. Consider sensitive infill development of small multi-unit buildings and neighborhood commercial service centers in single-family residential neighborhoods throughout the city.
10. Enhance Petaluma's historic downtown by preserving its historic character, expanding pedestrian and bicycle access and safety, providing public gathering spaces, and promoting a diverse mix of uses.
 - a. Reinforce Downtown's identity and role as the physical and symbolic center of the city.
 - b. Preserve Downtown's historic buildings and features while allowing for infill development that harmoniously coexists with the historic character and expands the diversity of uses.
 - f. Improve the relationship between buildings, businesses and the riverfront.
 - i. Protect the continuity of retail street frontages.
 - l. Ensure all feel welcomed and culturally connected to the downtown.

11. Honor, celebrate, and preserve Petaluma’s heritage and historic character and its place in the modern city.

- a. Celebrate the city’s early history dating back to the Miwok People, who were the historic stewards of the land.
- b. Understand Petaluma’s complete history and its people’s diversity of stories.
- c. Honor the city’s rich agricultural heritage and grow the contemporary agricultural economy.
- d. Celebrate the Petaluma River as the centerpiece of the City’s ecology, heritage, and recreation.
- e. Preserve historic railroad tracks and facilities as tangible connections to our identity.
- f. Preserve, enhance, and celebrate Petaluma’s historic assets and districts as they contribute to the city’s distinct identity and character.
- g. Require that the design of infill development complement, respect, and honor the historic context of the city and individual neighborhoods while not building false imitations.
- h. In historic districts and adjacent to historic buildings, adapt and reuse historic buildings, add new, context-sensitive buildings, and allow for the evolution of the city.
- i. Recognize and celebrate the diversity of cultures in Petaluma through events and culturally sensitive communication.

15. Advance a forward-looking economic development strategy that focuses on diversity, opportunity, innovation, and resilience.

- d. Support the creative reuse of vacant and underutilized spaces to build the local economy and support other city goals and initiatives.

16. Be a leader and support collaborations to advance guiding principles within the region and beyond.

- a. Continue to strategically partner and participate in collective solutions to advance regional and global issues.
- b. Lead by example.

Summary of Framework Approach

The Historic Resources Policy Framework provides the City of Petaluma with strategies to recognize and celebrate its historic and cultural resources, both tangible and intangible. The Framework encourages the preservation and continued use or adaptive reuse of historic buildings, districts, and other physical features that create a distinct sense of place for residents and visitors to Petaluma (Goals HR-1 and HR-2), while emphasizing sustainability, resiliency, and economic development for Petaluma’s future (Goal HR-3). The Framework also advances collaboration with local Tribal Nations (Goal HR-4) and public education (Goal HR-5) to protect cultural resources and celebrate Petaluma’s heritage with residents and visitors.

Goals, Policies, and Actions

Goal HR-1: Historic Resources Policies, Programs, and Processes

Foster and maintain Petaluma's unique and irreplaceable cultural heritage that is honored through its designated and undesignated historic resources through the implementation of city policies, programs, and project review processes to retain and enhance the quality of the historic built environment.

Policy HR-1.1: Maintain Existing Historic Districts

Maintain existing historic districts with a high degree of historic integrity and significance, while encouraging adaptive reuse of historic buildings where appropriate and sensitive infill to address the changing needs of the community.

Action HR-1.1.1: Maintain the historic-era integrity and significance of the Petaluma Historic Commercial District, which is listed on the National Register of Historic Places and an adopted local historic district, by adhering to the City's Historic Commercial District Design Guidelines and utilizing the Secretary of the Interior's Standards to review proposed development projects.

Action HR-1.1.2: Maintain the historic-era integrity and significance of the Petaluma Historic Commercial District, which is listed on the National Register of Historic Places and an adopted local historic district, by adhering to the City's Historic Commercial District Design Guidelines and utilizing the Secretary of the Interior's Standards to review proposed development projects.

Action HR-1.1.3: Update design guidelines for the adopted historic districts to reflect current best practices in the preservation planning field, current review processes, and current challenges and pressures. Specifically, updates to the design guidelines may provide additional guidance about compatible and sensitive in-fill development, conversion of single-family homes to multiple units, and appropriate murals and public art within historic districts. Consider using the update of the design guidelines as an opportunity to expand on the information included in the historic district statements of significance to reflect more layered and diverse stories that may not have been reflected in the original designation documentation. Updated design guidelines should also address characteristics of the urban fabric that may not have previously been called out as district contributors because they are not individual buildings (such as structures, objects, "ghost signs," etc.). Updated design guidelines should also provide guidance for the review and approval of new murals and public artwork in designated historic districts.

Action HR-1.1.4: Adopt objective design standards for infill development within historic districts and/or adjacent to individual historic landmarks. Develop floor area ratio and other objective design standards that relate overall building size and bulk to site area for all adopted local historic districts. These objective design standards should also address the sensitive adaptation of existing buildings in a way that both retains historic integrity and addresses the needs of the community.

Action HR-1.1.5: Explore a Transfer of Development Rights (TDR) program for designated historic resources to direct new development to appropriate infill sites within historic districts, or to other areas of Petaluma that can support denser development in a way that is sensitive to the historic character and environment of Petaluma.

Policy HR-1.2: Minimize the Loss of Designated and Eligible Historic Resources

Minimize the loss of designated and eligible historic resources through requiring proposed demolition of age-eligible resources to be reviewed by the Historic and Cultural Preservation Committee (HCPC). All means shall be used to encourage preservation of eligible historic resources and avoid demolition (Resolution 2017-122 N.C.S. as thereafter amended).

Action HR-1.2.1: Consider amending Resolution 2017-122 N.C.S. to provide for HCPC review of demolition of properties 45 years or older that have been determined to be eligible historic resources as part of a CEQA review process.

Policy HR-1.3: Consider Historic Resources in the Development Review Process

The protection of historic resources shall be a key consideration in the development review process. Consideration of age-eligible (45 years or older) potential historical resources shall be completed in projects with discretionary review, in accordance with CEQA.

Action HR-1.3.1: Clarify and articulate on the City website the procedure for preliminary review of projects involving historic or cultural resources, as well as properties with age-eligible potential historic resources. The procedure should include submittal of Historic Resource Evaluations and similar background materials that are prepared by qualified professionals early in the review process in order to resolve potential conflicts between preservation and proposed development early in the planning process. Develop a checklist and/or process flowchart that is easy for applicants to read and understand the historic review process.

Action HR-1.3.2: Continue to utilize the Secretary of the Interior's Standards as the standards for review in evaluating projects that involve qualified historical resources in accordance with CEQA. Qualified historical resources for CEQA include properties listed on a local, state, or national register, as well as properties that have been determined eligible for listing in the state or national register.

Action HR-1.3.3: Clarify permitting process for development projects located in historic districts through updates to code language, as necessary, and additional information on the City website and applications. In particular, clarification is needed for the Petaluma Historic Commercial District which is subject to both the IZO and SmartCode Section 7.

Policy HR-1.4: Provide Incentives for Encouraging Preservation

Provide incentives for encouraging the preservation and revitalization of historic and cultural resources.

Action HR-1.4.1: Continue to encourage and utilize the California State Historical Building Code.

Action HR-1.4.2: Encourage eligible owners of historic properties to take advantage of state and federal rehabilitation tax credit programs.

Action HR-1.4.3: Work towards the implementation of the Mill Act tax credit program in Petaluma.

Action HR-1.4.4: Consider reduced fees for Secretary of the Interior’s Standards-compliant rehabilitation projects, including for projects in designated historic districts as well as for projects involving designated and eligible individual historic resources.

Action HR-1.4.5: Continue to offer a Pre-Application Meeting process for project applicants to meet with planning staff prior to project application submittal in order to discuss and address preservation issues early in the design development process. Promote this option for applicants through existing communication platforms (such as City website and newsletters) and new methods such as annual fliers to property owners in historic districts.

Action HR-1.4.6: Take advantage of grant funding and other benefits of the Certified Local Government (CLG) program when the City has achieved CLG status.

Action HR-1.4.7: Restart the Storefront Improvement Loan Program and widen its application to include industrial and agricultural buildings.

Action HR-1.4.8: Explore developing a Historic Preservation Fund that could be funded by sources including, but not limited to, fines from code enforcement related to demolition by neglect, other preservation-related code violations, new development fees, or fee districts. This fund could be used for interpretive signage, grants, preparing new historic resource designations, survey efforts, or developing historic context statements.

Policy HR-1.5: Ensure City Staff Have Preservation Experience

Ensure that city staff responsible for planning decisions affecting historic resources are well-versed in historic preservation theory and practice.

Action HR-1.5.1: Maintain historic preservation expertise in the Community Development Department.

Action HR-1.5.2: Provide training to existing staff, including the Chief Building Official (CBO), to ensure familiarity with the goals, review procedures, and enforcement of the State Historic Building Code (SHBC).

Action HR-1.5.3: Take advantage of virtual and in-person training resources offered through organizations such as the California Preservation Foundation or historic preservation consultants to educate the Planning Commission, Historic and Cultural Preservation Commission, and planning staff on current best practices in preservation planning. These trainings could also be made available to staff in other adjacent departments such as building, fire, and public works.

Action HR-1.5.4: Consider implementing a preservation work plan and report to HCPC with quarterly or bi-annual progress report updates. The work plan should include the implementation of General Plan goals such as a city-wide historic context statement and surveys, designation of underrepresented or intangible heritage resources as local landmarks, etc.

Policy HR-1.6: Prevent Demolition by Neglect

Prevent demolition by neglect.

Action HR-1.6.1: Research alternatives for fines and penalties for the demolition of historic resources including monetary fines or disallowing redevelopment for a period of time following illegal demolition.

Action HR-1.6.2: Consider preparing an ordinance or ordinance update that establishes fines and penalties for property owners who allow for the destruction of historic resources through a lack of adequate maintenance or reasonable measures to prevent damage by weather or vandalism.

Action HR-1.6.3: Research the feasibility of using fines to create a dedicated Historic Preservation Fund that could be used to fund preservation-related activities such as landmarking properties significant to under-represented communities, providing preservation educational programming to the community, etc. Penalties may include disallowing redevelopment of a site for a certain number of years to disincentivize demolition by neglect. The ordinance may establish a process of regular inspection and noticing and for meeting with the property owner to discuss means of remedying the condition prior to issuance of fines or other penalties, or explore other means of recourse by appropriate City agencies.

Goal HR-2: Aesthetic, Cultural, and Historical Contributions

Celebrate Petaluma's diverse history and communities by identifying historic and archaeological resources that are recognized for the aesthetic, cultural, and historical contribution they make to Petaluma's character, identity, and quality of life, and by creating reminders of Petaluma's unseen history in the fabric of the City.

Policy HR-2.1: Identify and Designate Historic Resources

Continue to identify and designate historic resources in Petaluma, including historic resources that have been previously underrepresented, such as those associated with cultural and ethnic heritage, intangible resources, cultural landscapes, and resources from the recent past (less than 45 years old).

Action HR-2.1.1: Prepare a city-wide Historic Context Statement to provide a comprehensive history of Petaluma's built environment and a framework for identifying potential historic resources. A citywide context statement should include themes or sub-contexts related to Petaluma's intangible heritage and diverse cultural and ethnic communities.

Action HR-2.1.2: Conduct a comprehensive, city-wide survey of age-eligible potential historic and cultural resources for the purpose of creating a Historic Resource Inventory, using the citywide historic context statement as a framework for evaluation. A comprehensive citywide survey would identify properties significant for their cultural or intangible heritage, in addition to properties that are significant for association with events, persons, and/or architecture. An historic resource inventory should serve as a comprehensive list of historical resources for CEQA; this inventory would include properties that are currently locally designated, as well as properties listed in the National Register of Historic Places or California Register of Historical Resources and properties that have been identified as eligible for inclusion in the National Register or California Register.

- Include updated surveys of existing Historic Districts, as well as their adjacent areas in order to consider boundary adjustments or extensions. Updated historic district surveys should identify contributors and non-contributors within the districts.
- Identify individual resources that are eligible for listing in local, state, or national registers.

- The historic resource inventory shall be updated at least every 10 years. Inventories should be phased by prioritizing critical areas including areas targeted for development, such as the E. Washington Street and Petaluma Boulevard corridors.

Action HR-2.1.3: Explore opportunities to integrate digital information related to the Historic Resources Inventory into existing City systems, including the City’s Geographic Information System (GIS)-based interactive map including, but not limited to, age-eligibility information for properties.

Action HR-2.1.4: Consider establishing a central, digital database of information related to the Historic Resources Inventory, including designated and identified eligible historic resources. This database should also serve as a repository for historic surveys, reports, guidelines, ordinances, etc. that is easily accessible to the public, while protecting confidentiality regarding archeological sites and Traditional Cultural Places. Many cities have established such databases using GIS-based interactive online parcel maps.

Action HR-2.1.5: Continue to update the Historic Resources Inventory database on a regular basis, adding individual properties that are determined to be eligible at the local, state, and/or national level through Historic Resource Evaluations or other surveys prepared by qualified professionals.

Action HR-2.1.6: Explore the potential to attain Certified Local Government status through the California State Office of Historic Preservation.

Action HR-2.1.7: Update the language of Implementing Zoning Ordinance Section 15.040(A) to clarify the definition of a “landmark.” Specifically, the updated language should better clarify that properties found eligible for listing in the California Register and/or National Register, including those listed in the State Office of Historic Preservation’s directory (i.e., Historic Properties Data Inventory), are not considered local “landmarks,” unless individually designated by City Council in accordance with other provisions of the ordinance. The Historic Properties Data Inventory includes properties found not to be eligible as historical resources through various survey efforts; such properties should not qualify as landmarks for the purposes of Petaluma’s Implementing Zoning Ordinance.

Action HR-2.1.8: Consider a program to identify and preserve or protect unique elements of the urban fabric, such as “ghost signs” and other structures, objects, and material features that uniquely recall Petaluma's history.

Action HR-2.1.9: Develop a designation work program for City staff and the HPCP. This work plan would outline properties that have been prioritized for local designation, including previously identified eligible properties and historic districts like D Street and the warehouse district.

Action HR-2.1.10: Consider an amendment to the preservation ordinance to allow for designation of public or publicly accessible interior spaces of significant historic merit to the community.

Action HR-2.1.11: Consider identifying “character areas” which may have a lower density of historic resources, or lesser integrity, than adopted historic districts, but that still have value in their character and/or connection to Petaluma’s agricultural or industrial history, such as but not limited to Petaluma Boulevard and Washington Street corridor. Update Implementing Zoning Ordinance to define “character areas” and the review process for different project types, which should be more streamlined than historic review.

Policy HR-2.2: Protect River-Dependent and Agricultural-Support Uses

Recognize the value of, and protect the operation of, active river-dependent and agricultural-support uses located within the City of Petaluma. Encourage continued use of historic industrial and agricultural properties where possible, and appropriate adaptive reuses when properties are designated for new uses.

Action HR-2.2.1: Designate the previously identified eligible riverfront warehouse district as a local historic district, and other eligible historic resources identified in the Central Petaluma Specific Plan. Consider whether the river and other landscape features may contribute to the riverfront warehouse district as a cultural landscape.

Action HR-2.2.2: Establish design guidelines or case studies for adaptation of industrial and agricultural historic properties that are identified for new uses.

Action HR-2.2.3: Consider implementation of a legacy business program to support long-term agricultural, industrial, and river-dependent business in Petaluma through the provision of programs such as rent stabilization grants.

Policy HR-2.3: Recognize Historic Landscape Features

Recognize landscape features, including trees in both their urban and natural environment, as part of Petaluma's identity and part of the character-defining features of the City's historic districts.

Action HR-2.3.1: Develop and maintain guidelines that set forth recommended policies governing the care and maintenance of designated tree resources, as authorized by Petaluma Municipal Code 8.28.090.

Action HR-2.3.2: Continue to periodically update the Landmark and Heritage Tree List and methodology for identifying trees.

Action HR-2.3.3: Maintain the Landmark and Heritage Tree List Inventory and maps up to date.

Action HR-2.3.4: Make information available to residents and businesses related to the protection, maintenance, and proper care of significant trees and other historically significant landscape features.

Action HR-2.3.5: Allocate funds for the maintenance, monitoring, and planting of street trees in designated historic districts, as appropriate to the historic character of these districts.

Goal HR-3: Sustainability in Existing Buildings

Advance sustainability while maintaining the character and vitality of Petaluma through the recognition of embodied carbon, promotion of adaptive reuse, and rehabilitation of existing buildings for climate resiliency and energy efficiency.

Policy HR-3.1: Encourage Retrofit and Rehabilitation

Encourage the proactive and resilient retrofit and rehabilitation of historic resources to address potential threats from flooding, wildfires, earthquakes, etc.

Action HR-3.1.1: Provide educational materials and resources for property owners, architects, and developers on the City’s website with guidance on renovations and retrofits of historic resources.

Action HR-3.1.2: Consider implementation of grant program for retrofits of historic resources.

Action HR-3.1.3: Utilize the *Secretary of the Interior’s Standards for Rehabilitation & Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings* and *Guidelines on Flood Adaptation for Rehabilitating Historic Buildings* when reviewing project proposals to encourage sensitive strategies for improving energy efficiency and sustainability and for adaptive reuse.

Policy HR-3.2: Encourage Documentation and Salvage

Encourage documentation of the structure and site and the salvage of usable building materials where demolition is the only project alternative.

Action HR-3.2.1: Prepare a salvage ordinance that requires an inventory of usable materials, in cases where demolition is the only alternative, prior to demolition of historic structures.

Policy HR-3.3: Encourage Compatible Adaptive Reuse

Encourage compatible uses for historic resources so that their character can be retained. Strive to preserve the use of increasingly rare industrial and agricultural properties, where feasible, or support sensitive adaptive reuse. The introduction of new uses in and around historically industrial and agricultural properties shall be predicated on the understanding that the industrial and agricultural operations may remain, and new uses should be compatible with ongoing industrial and/or agricultural activities.

Action HR-3.3.1: Allow flexible uses as part of adaptive reuse strategies to encourage retention and reuse of historic resources that avoid demolition. Ensure that the historic integrity of a building is retained by reviewing proposed adaptive reuse projects for conformance with the Secretary of the Interior’s Standards for Rehabilitation.

Action HR-3.3.2: Explore the designation of a Historic Warehouse District along the river. A potential historic district was previously identified as part of the Central Petaluma Specific Plan, and likely remains eligible for local designation. If a Historic Warehouse District is designated, design guidelines should be developed to address the changing uses and needs of industrial buildings, while retaining the overall character of the area.

Goal HR-4: Tribal Cultural Resources

Engage and work in consultation with the Federated Indians of Graton Rancheria and other local tribes as active partners in the preservation of Tribal Cultural Resources and the celebration of the contributions of Native Americans to Petaluma’s history and current public life.

Policy HR-4.1: Protect Archaeological Resources

Ensure the protection of known and unrecorded archaeological resources in the City by requiring a records review for any development proposed in areas that are considered archeologically sensitive for Native American and/or historic remains. This records review should include a site survey and records search of the California Historical Resources Information System at the Northwest Information Center,

and as warranted by the results of the assessment, require additional studies to identify and mitigate project-specific impacts on archeological and Tribal Cultural Resources.

Action HR-4.1.1: Continue to work with local Tribal Nations on development projects to avoid known cultural sites and resources to the extent feasible.

Action HR-4.1.2: Develop clear requirements for records review of archeological resources by qualified professionals for development proposals in areas considered archeological sensitive and post these requirements and guidelines on the City's website. These requirements should specify that study recommendations be incorporated into project conditions of approval to ensure that any impacts on archaeological and/or tribal cultural resources are mitigated to the extent possible. Studies should be prepared according to *National Register Bulletin 24: Guidelines for Local Surveys: A Basis for Preservation Planning* and the *Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation*.

Policy HR-4.2: Prepare Mitigation Plans and Monitoring Programs

In accordance with CEQA and the State Public Resources Code, the preparation of a resource mitigation plan and monitoring program by a qualified archaeologist in the event that archaeological remains are discovered.

Action HR-4.2.1: Offer annual training for planning review staff on what Tribal Cultural Resources are and how to identify them.

Action HR-4.2.2: Maintain a repository of mitigation plans and monitoring reports that can serve to inform the development of future mitigation measures, while protecting confidentiality regarding archeological sites and Tribal Cultural Resources.

Action HR-4.2.3: Collaborate with local Tribal Nations on establishing treatment protocols for handling human remains and cultural items affiliated with affected Tribal Nations.

Policy HR-4.3: Identify and Preserve Tribal Cultural Resources

Collaborate with local Tribal Nations to recognize their contributions to Petaluma and to identify and preserve sites with Tribal Cultural Resources.

Action HR-4.3.1: Support the designation of Tribal Cultural Resources to the national, state, or local registers, as appropriate and in consultation with local Tribal Nations.

Action HR-4.3.2: Support and/or host cultural events with Tribal Nations as partners and develop educational signage and programming to promote the recognition of their contributions to Petaluma.

Action HR-4.3.3: Develop a plan for public interpretation (which may include some combination of physical signage, art, structures, brochures, events, website and/or other digital strategies) of Native American culture and contributions to Petaluma and the surrounding region.

Action HR-4.3.4: Collaborate with Native American Tribes and other partners to discuss the feasibility of, and interest in, establishing Tribal cultural heritage conservation easements.

Goal HR-5: Public Education and Information

Highlight the value of Petaluma’s historic resources and increase public understanding of the City’s history.

Policy HR-5.1: Encourage Public Participation and Education

Encourage greater public participation in education regarding the value preservation of cultural and historic resources.

Action HR-5.1.1: Create a program and standards for the installation of signs, kiosks, plaques, and/or interpretive art commemorating past events or sites of historical or cultural interest.

Action HR-5.1.2: Work with local groups, tribes, and organizations to provide tours, educational opportunities and other public information programs geared toward increased knowledge and understanding of Petaluma’s historic and cultural resources. The historic downtown walking tours provided by the Petaluma Historical Library & Museum may be promoted and enhanced, as well as their Heritage Homes of Petaluma program. Programs may be developed through the Petaluma Regional Library and/or local public schools to educate people of all ages.

Policy HR-5.2: Celebrate All of Petaluma’s History

Foster the celebration of the whole of Petaluma’s history and habitation, including history that predates the construction of the oldest buildings, intangible cultural heritage, and the intersection of historic built and natural environments.

Action HR-5.2.1: Include intangible aspects of Petaluma’s history in programs and standards for the installation of signs, kiosks, plaques, and/or interpretive art commemorating past events or sites of historical or cultural interest.

Policy HR-5.3: Promote Heritage Tourism

Promote and leverage Petaluma’s unique cultural heritage and character to promote heritage tourism and benefits to local economies.

Action HR-5.3.1: Work with local businesses, property owners, chamber of commerce, and the local and regional tourism industry to promote the unique visitor experience that central Petaluma has to offer.

Action HR-5.3.2: Encourage businesses in historic buildings, especially in the Petaluma Historic Commercial District, to post signage about the history and architecture of their buildings, or to include information on their websites and social media accounts.

Action HR-5.3.3: Consider designation as a “Preserve America Community.” Preserve America is a federal initiative administered by the Advisory Council on Historic Preservation that includes several designation programs that encourage and support efforts to preserve and enjoy the country’s cultural and natural heritage.

Notes

¹ The Flood Resilience and Land Use policy frameworks will be released after the other frameworks. These Frameworks relied on the development of a comprehensive update to the City's floodplain model, which was completed in late 2023.

² Environmentally responsible and resource-efficient planning, design, construction, operation, maintenance, renovation, and demolition of buildings

³ Techniques to increase water infiltration, reduce runoff, and improve water quality

⁴ The protection of workers' rights and livelihoods while economies are shifting to sustainable production, combating climate change, and protecting biodiversity

⁵ The management of trees in urban settings

⁶ The system of streets, walkways, trails, and railroads used to move goods and people

⁷ The ease of reaching destinations by people of all abilities

⁸ Public space that is open and accessible to the general public, including roads, trails, public squares, and parks

⁹ Communication and coordination among local government and Native American Tribes

¹⁰ Creating opportunities for every person to have a dignified, productive, and creative life