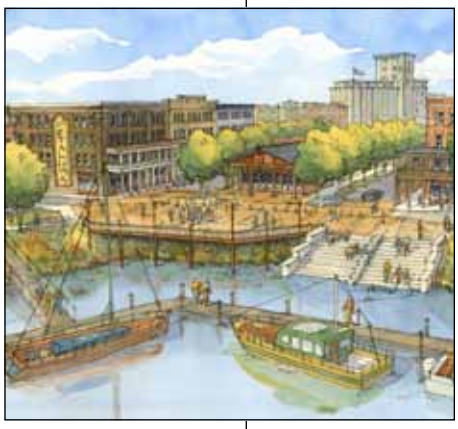
CITY OF PETALUMA, CA

Petaluma SMART Rail Station Areas: TOD Master Plan



Station Area Master Plan

June 2013

Prepared By:

Opticos Design, Inc.
Berkeley, California

Station Area Master Plan

City of Petaluma, CA
Petaluma SMART Rail Station Areas: TOD Master Plan

June 2013

Prepared By:

Opticos Design, Inc.
2100 Milvia Street; Suite 125
Berkeley, California 94704
510.558.6957

Prepared For:

City of Petaluma, CA
11 English Street
Petaluma, CA 94962
717.778.4511

Consultant Team:

Nelson | Nygaard Consulting Associates
116 New Montgomery Street; Suite 500
San Francisco, CA 94105
415.284.1544

Carlile Macy
15 Third Street
Santa Rosa, CA 95401
707.542.6451

Lisa Wise Consulting
983 Osos Street
San Luis Obispo, CA 93401
805.595.1345

Urban Advisors
3335 NE 42nd Avenue
Portland, OR 97213
503.248.4030

SMART Station Area Plan Citizens Advisory Committee

Teresa Barrett, Chair

David Alden
Scott Andrews
Karren Bell-Newman
Phil Boyle
Brittany Burnett
David Chlebowski
Mary Dooley
Sheldon Gen
Amy Jin
Melissa Hatheway
David Keller
Steven Kirk
Eileen Morris
Kathie Powell
Heidi Rhymes
Bill Rinehart
Bill Wolpert

Petaluma City Council

David Glass, Mayor

Chris Albertson, Vice Mayor
Teresa Barrett
Mike Harris
Mike Healy
Gabe Kearney
Kathy Miller

Petaluma Planning Commission

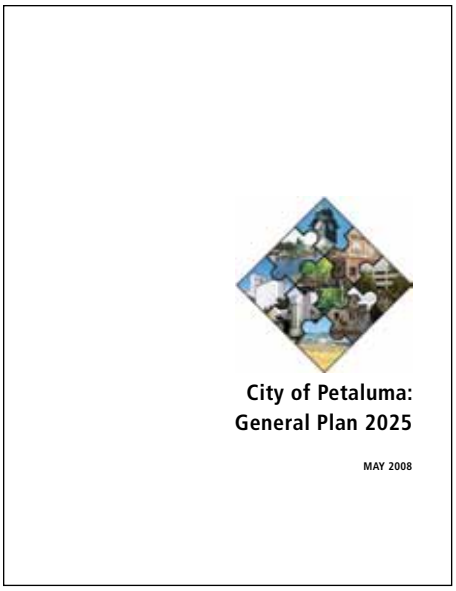
Melissa Abercrombie
Dennis Elias
Alicia Kae Herries
Kathy Miller, Council Liaison
Ray Johnson
Jennifer Pierre
Bill Wolpert

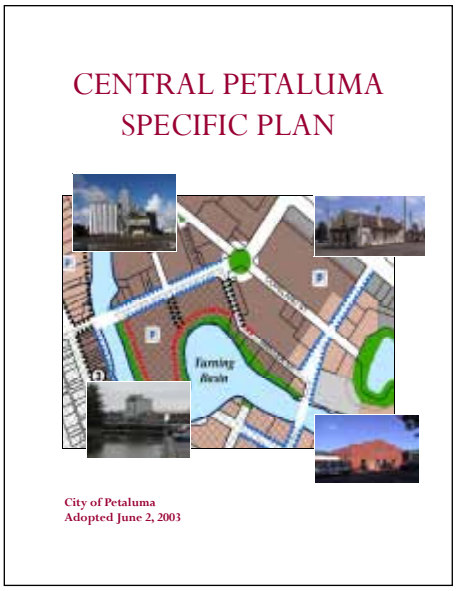
The preparation of this report has been financed in part by grants from the U.S. Department of Transportation. The contents of this report do not necessarily reflect the official views or policy of the U.S. Department of Transportation."

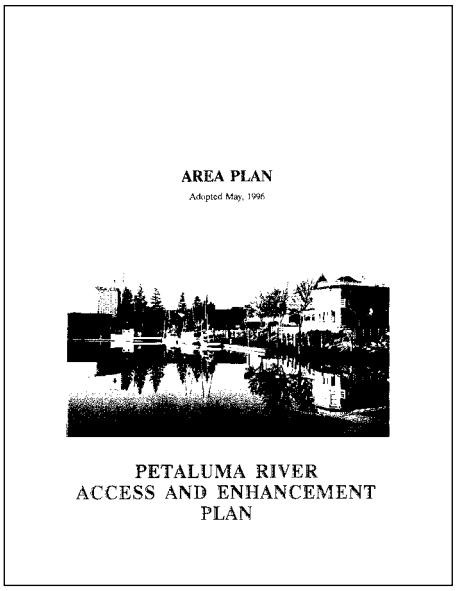
Table of Contents

Table of Contents

Sources of Information







In preparation of this report, the following sources were used for text, graphics, and data:

- City of Petaluma: General Plan 2025 (2008)
- Implementing Zoning Ordinance (2008)
- Central Petaluma Specific Plan (2003)
- Corona-Ely Specific Plan (1989)
- Petaluma River Access and Enhancement Plan (1996)
- City of Petaluma Bicycle and Pedestrian Plan (2008)
- City of Petaluma website (cityofpetaluma.net)
- SMART website (www.sonomamarintrain.org)
- MTC website (www.mtc.ca.gov)
- ABAG website (www.abag.ca.gov)

The maps and plans in this document were compiled and or digitized via electronic means utilizing many source documents. They are intended to be representative of certain physical, legal and geometric features within the City of Petaluma and its environs. The City of Petaluma and the consultant team assume no responsibility regarding the accuracy of the information presented herein for legal documentation, representations of actual construction or for any other purpose for which these maps and plans were not intended. The Floodway and Floodplain shown on the maps and plans reflect boundaries from the December 2008 Flood Insurance Rate Map (FIRM) and are subject to revision through issuance of a Letter of Map Amendment (LOMA) or a Letter of Map Revision (LOMR).

This page intentionally left blank.

Chapter 1: Introduction

This page intentionally left blank.

1.1 Overview

Background

This Station Area Master Plan is funded through a grant received by the City of Petaluma from the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments' (ABAG) Station Area Planning Program. The program funds planning efforts that seek to increase public transit ridership by maximizing the potential for transit-oriented development around current or future transit stations or corridors. The Petaluma City Council has identified transit-oriented development as a top development priority.

Funding from MTC and Sonoma-Marin Area Rail Transit (SMART), combined with programmed agency funding and staff involvement, has ensured a holistic, multidisciplinary planning approach. This process has also ensured that the plan reflects "best practices" of other communities in planning transit-oriented development that effectively capitalize on existing employment centers, commercial activities, and the complementary development of housing and additional job generating uses that would serve to support commuter rail.

Primary objectives of the Station Areas Master Plan process:

- Provide a framework that will guide future development and redevelopment within the Station Areas toward uses that will support transit ridership.
- Improve motorized, non-motorized, and transit connectivity between the station sites and existing adjacent commercial, employment, and residential areas.
- Develop and implement urban design standards that promote walkable and livable environments within the Station Area.
- Identify infrastructure needs and a financing plan with an emphasis on funding opportunities to incentivize future development/redevelopment.
- Inform the public and stakeholders about the Master Plan process, transit-oriented design concepts, and future opportunities within the two Station Areas.
- Create an integrated development plan that capitalizes on the Sonoma-Marin Area Rail Transit (SMART) rail system.

1.2 Master Plan Organization

Chapter 1: Introduction – Chapter 1 provides an overview of the report, a summary of the project objectives, the regional context, the location of the two planning areas, previous planning efforts, community participation process and guiding principals.

Chapter 2: Vision – Chapter 2 documents the vision for the Station Areas created through the community participation process. It includes a summary of land use, opportunity sites, a preferred plan and alternate frameworks studied, key design elements used to promote walkability and livability, a phasing strategy and program for the Station Areas.

Chapter 3: Market Demand – Chapter 3 provides an overview of the market and economic characteristics that will have an effect on the ability of the City of Petaluma to plan successful transit-oriented development at the Downtown and Corona Road sites. It discusses regional and local trends and projections in demographics, income, employment and retail sales and spending.

Chapter 4: Housing – Chapter 4 addresses the housing within the Station Areas. It includes background information regarding station area housing goals, a brief summary of housing needs in Petaluma, findings regarding housing development potential within the station areas, recommendations to encourage and facilitate residential development, an analysis of residential development potential, and potential sources to finance and provide affordable and workforce residential development.

Chapter 5: Access, Connectivity, and Parking – Chapter 5 addresses pedestrian, transit, auto and bicycle access to the Station Areas and addresses innovative parking management policies and strategies.

Chapter 6: Infrastructure – Chapter 6 identifies the key infrastructure needs and financing strategies to accommodate the future development anticipated in this plan.

Chapter 7: Historic Preservation – Chapter 7 addresses historic preservation within the Master Plan area. It includes a brief background on the City's development patterns and historic and cultural resources, recommendations for additional historic preservation efforts, and potential funding sources to implement recommendations.

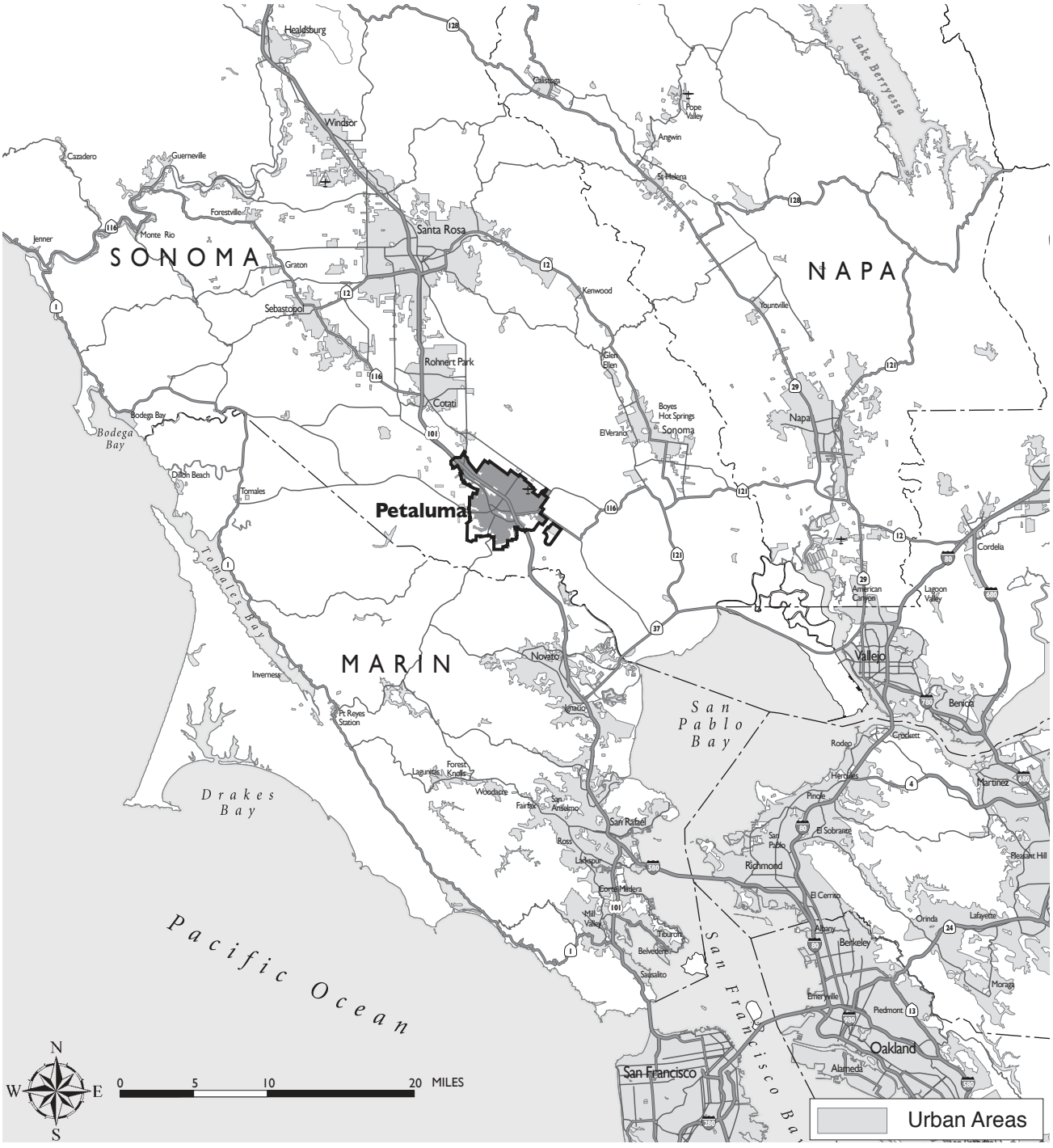
Chapter 8: Implementation – Chapter 8 provides implementation measures for the Station Area Master Plan. It includes updates for the Implementing Zoning Ordinance, Central Petaluma Specific Plan, and SmartCode; development incentives, and an Implementation and Phasing Plan.

B. Lot		
Lot Size		
Width	75' min.; 150' max.	A
Depth	100' min.; 150' max.	B
C. Number of Units		
Units	7 min.; 12 max.	
D. Building Size and Massing		
Height		
Per Urban Standards (Table 4.10) based on Transect Zone		
Main Body		
Width	60' max.	C
Depth	50' max.	D
Secondary Wing(s)		
Width	48' max.	E
Depth	36' max.	F
Accessory Structure(s)		
Width	48' max.	
Depth	30' max.	
The footprint area of an Accessory Structure may not exceed the footprint area of the Main Body.		

E. Allowed Frontages		
Porch, Projecting	Forecourt	
Stoop	Dooryard	
F. Pedestrian Access		
Main Entrance Location	Front	G
Units located in the Main Body shall be accessed by a common entry along the front.		
On corner lots, units in a secondary wing may front the side street.		
G. Vehicle Access and Parking		
Parking may be accessed from the alley, side street or front.		
Parking may be accessed from the front only when there is no adjacent alley or side street.		
Parking spaces may be enclosed, covered or open.		
H. Private Open Space		
No private open space requirement.		

1.3 Regional Context

Petaluma is located in southwestern Sonoma County along the 101 corridor approximately 15 miles south of Santa Rosa and 20 miles north of San Rafael. Situated at the northernmost navigable end of the Petaluma River, a tidal estuary that snakes southward to San Pablo Bay, Petaluma's boundaries are defined by the surrounding landscape. The city originated along the banks of the Petaluma River, spreading outward over the floor of the Petaluma River Valley as the city grew. The Valley itself is defined by Sonoma Mountain on the northeast and by the hills extending northward from Burdell Mountain on the west. To the south are the Petaluma Marshlands and beyond, the San Francisco Bay. Petaluma's Urban Growth Boundary encompasses approximately 9,911 acres.



1.4 Station Areas

Sonoma-Marin Area Rail Transit (SMART) is a passenger train and multi-use pathway project located in Sonoma and Marin counties. SMART will provide rail service along 70 miles of the historic Northwestern Pacific Railroad alignment, connecting urban and rural residents of the two counties with jobs, education and health care services in the region. The project revives the long-dormant but publicly owned railroad right of way, serving 14 stations from Cloverdale in Sonoma County to the San Francisco-bound ferry terminal in Larkspur in Marin County.

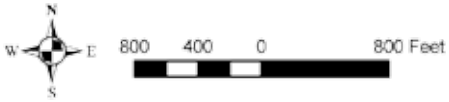
Due primarily to the economic recession, SMART's revenues are not sufficient to build the entire project as expected by 2014. The SMART Board of Directors – 12 elected officials representing jurisdictions along the corridor – voted in November 2010 to develop the project in phases. The first phase, a 37-mile rail and trail project connecting the county seats and population centers of San Rafael and Santa Rosa, is scheduled for completion by late 2015. Extensions north and south will be developed as additional funding is identified.

Within the city of Petaluma there are two planned stations that will serve Sonoma-Marin Area Rail Transit (SMART).

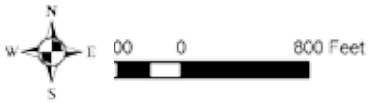
The planned Downtown Petaluma Station will be located at the renovated historic rail depot located adjacent to Lakeville Street and bounded by East Washington Street and East D Street. The Downtown Petaluma Station will provide easy access to the Downtown, the Turning Basin area and the Copeland Street Transit Mall.

The Corona Road Station will be located in northwestern Petaluma in the vicinity of the intersection of Corona Road and North McDowell Boulevard. This site will likely include a significant park-and-ride component while also benefiting from improved access to employment, housing, health services like the Petaluma Health Center, and student services like Santa Rosa Junior College. The Corona Road Station will be built as part of the second phase.

Downtown Petaluma Station Area



Corona Road Station Area



1.5 Previous Planning Efforts

The Station Area Master Plan builds upon previous planning efforts at the Regional and Local level. This Master Plan seeks to implement the goals and policies of these previous efforts while providing the necessary revisions reflecting the community's vision for the two Station Areas. The following is a summary of these planning efforts. A more detailed analysis is included in the Existing Conditions Analysis Report (Deliverable 2.c) submitted in July 2011.

Regional Planning Efforts

Metropolitan Transportation Commission

The Metropolitan Transportation Commission (MTC) functions as both the regional transportation planning agency and the region's metropolitan planning organization. As such, it is responsible for regularly updating the Regional Transportation Plan, a comprehensive blueprint for the development of mass transit, highway, airport, seaport, railroad, bicycle and pedestrian facilities. The Commission also screens requests from local agencies for state and federal grants for transportation projects to determine their compatibility with the plan.

According to the MTC's Transit-Oriented Development (TOD) Policy, each transit station along an extension receiving regional funding must plan for a minimum number of housing units along the corridor. The SMART corridor must meet an average threshold of 2,200 housing units within the Station Area (a half-mile radius) to provide adequate ridership. The 2,200 unit threshold is an average for the corridor and some stations areas may accommodate more housing than others, depending on site conditions, access, and transit connectivity, as long as the total corridor-level threshold is met.

It is anticipated that the Downtown Petaluma Station Area will exceed the average minimum threshold of 2,200 housing units due to existing higher density development in Downtown and the capability of accommodating higher density TOD on several opportunity sites within the Station Area. The Corona Road Station Area is anticipated to be below the average minimum threshold due to the more suburban nature of the existing development surrounding the station, the intention that the station will function as a park-and-ride facility in the short-term, and the portion of the Station Area that falls outside of the Urban Growth Boundary (UGB) limiting development in the short-term.

Association of Bay Area Governments

The Association of Bay Area Governments (ABAG) is the regional planning agency for the nine counties and 101 cities and towns of the San Francisco Bay region. ABAG is committed to lead the region through advocacy, collaboration, and excellence in planning, research, housing, and member services to advance the quality of life in the San Francisco Bay Area. ABAG's planning and service programs work to address regional economic, social, and environmental challenges.

Priority Development Areas (PDAs) are locally-identified, infill development opportunity areas within existing communities. They are generally areas of at least 100 acres where there is local commitment to developing more housing along with amenities and services to meet the day-to-day needs of residents in a pedestrian-friendly environment served by transit. PDAs are eligible for capital infrastructure funds, planning grants, and technical assistance through ABAG and the MTC. To be eligible to become a PDA, an area had to be within an existing community, near existing or planned fixed transit or served by comparable bus service, and planned for more housing.

The City of Petaluma has a PDA Designation for the Central Petaluma Specific Plan (CPSP) and the land within a 1/4 mile radius from the proposed Downtown Petaluma SMART Station (see page 1-8).

Sonoma-Marin Area Rail Transit (SMART)

SMART will provide an alternative to Highway 101, the only north-south transportation facility in Sonoma and Marin counties, by implementing rail service with 14 proposed stations and a bicycle/pedestrian pathway in the former Northwestern Pacific railroad corridor. Traffic congestion in the Highway 101 corridor has increased dramatically in the last decade and it is now ranked by Caltrans as one of the most congested freeways in the Bay Area.

Commuter-oriented passenger train service will be provided by an estimated 14 round-trip trains per day, operating at 30-minute intervals in the morning and evening peak commuting hours during the week. SMART's environmental studies project 5,000 to 6,000 passenger trips per day will be made on the train and 7,000 to 10,000 daily trips will be made on the bicycle/pedestrian pathway. SMART projects the rail project will take more than 1.4 million car trips off Highway 101 annually and reduce greenhouse gases, which contribute to global warming, by at least 124,000 pounds per day.

The 14 stations along the corridor are being designed to accommodate available feeder bus services, shuttle services and, in selected suburban locations, such as Corona Road in Petaluma, park and ride facilities. Stations in the core areas of the three largest cities in Sonoma and Marin counties – Santa Rosa, Petaluma and San Rafael – are being designed with no park and ride facilities, helping create more walkable Downtowns and allowing bus and feeder services to further enhance congestion mitigation efforts.

The table below indicates the projected ridership for the two Station Areas within Petaluma.

Station	Avg. Daily Boardings (2015)	Avg. Daily Boardings (2035)
Downtown Petaluma	131	399
Corona Road	280	608

Local Planning Efforts

City of Petaluma: General Plan 2025

The Petaluma General Plan 2025, adopted in 2008, serves the following purposes:

- Its adoption, by the City Council, reflects a commitment on the part of the City Council and their appointed representatives and staff to carry out the Plan;
- Outlines a vision for Petaluma's long-range physical and economic development and resource conservation; enhances the true quality of life for all residents and visitors; recognizes that all human activity takes place within the limits of the natural environment; and reflects the aspirations of the community;
- Provides strategies and specific implementing policies and programs that will allow this vision to be accomplished;
- Establishes a basis for judging whether specific development proposals and public projects are in harmony with Plan policies and standards;
- Allows City departments, other public agencies, and private developers to design projects that will enhance the character of the community, preserve and enhance critical environmental resources, and minimize impacts and hazards; and
- Provides the basis for establishing and setting priorities for detailed plans and implementing programs, such as Development Codes, the Capital Improvement Program (CIP), facilities and Master Plans, redevelopment projects, and the UGB. The City has adopted other planning documents to guide growth and development, which shall be consulted together with the General Plan.

Implementing Zoning Ordinance

The City of Petaluma Implementing Zoning Ordinance, adopted in 2008, carries out the policies of the Petaluma General Plan by classifying and regulating the uses of land and structures within the City, consistent with the General Plan. The Zoning Ordinance was adopted to protect and promote the public health, safety, comfort, convenience, prosperity, and general welfare of residents, and businesses in the City.

Central Petaluma Specific Plan

The Central Petaluma Specific Plan (CPSP) addresses land use, density and intensity, transportation, and community character in the Central Petaluma area. The Central Petaluma area contains extensive vacant and underutilized parcels surrounding the Petaluma River and Turning Basin, a rail corridor with transit potential, and adjacent commercial and industrial uses. Adopted in June 2003, the CPSP calls for a mix of housing and activities within a walkable core area, a variety of transportation alternatives, and a working industrial waterfront along the river.

Through the adoption of the CPSP, the City of Petaluma became the first City to adopt the SmartCode as a mandatory overlay. The SmartCode is a unified land development ordinance template for planning and urban design. It provides detailed regulations for development and new land uses within the specific plan area, and describes how these regulations will be used as part of the City's development review process. The SmartCode is intended to ensure that all new buildings are harmonious with each other and within the character of Petaluma. The SmartCode is further intended to ensure that the area covered by the CPSP plan evolves into new, mixed-use neighborhoods with the following characteristics:

- The size of neighborhoods reflect a five-minute walking distance from edge to center (center meaning a railroad transit stop or the existing Downtown);
- The mixture of land uses includes shops, workplaces, residences, and civic buildings in proximity;
- A variety of thoroughfares that serve the needs of the pedestrian, the cyclist and the automobile equitably;
- Public open spaces that provide places for informal social activity and recreation; and
- Building frontages that define the public space of each street.

Corona-Ely Specific Plan

The Corona-Ely Specific Plan, adopted in 1989, provides land uses and densities, transportation, neighborhood design and public amenities for the 675-acre area located at the City's northeast quadrant (Sonoma Mountain Parkway from E. Washington north to Corona Road to UGB). Key land uses in the area include the new Santa Rosa Junior College campus, a neighborhood serving shopping center, three elementary schools, a junior high school, parks, and creekside open space and trails. The Specific Plan area has been largely developed.

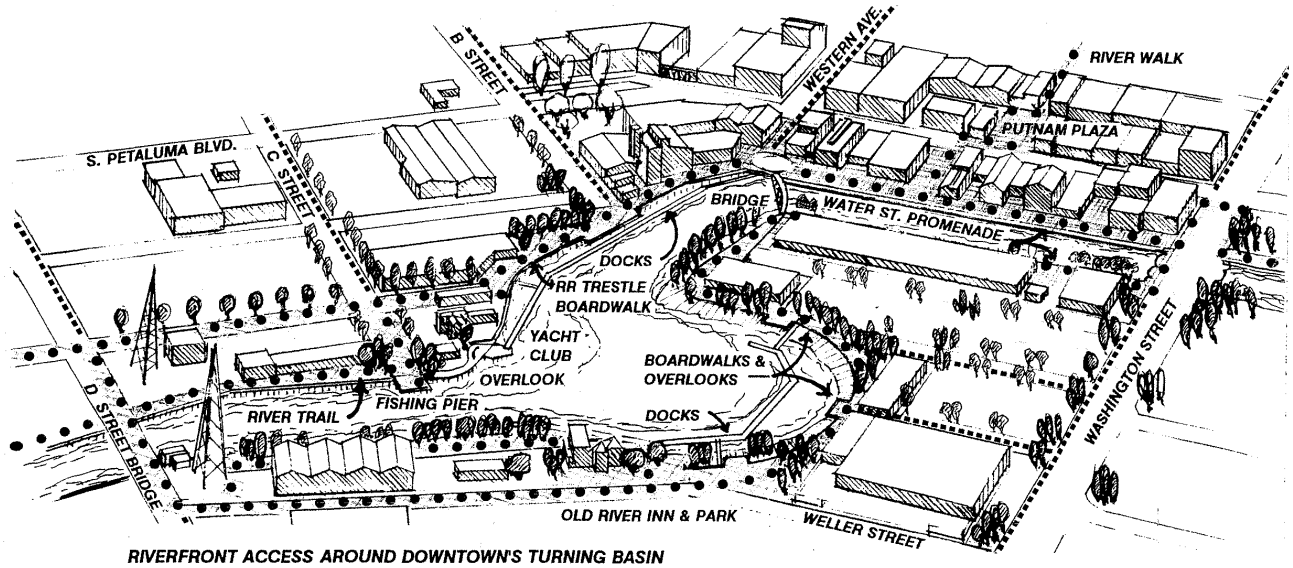
Petaluma River Access and Enhancement Plan

The Petaluma River Access and Enhancement Plan provides a framework for preservation and restoration of the Petaluma River corridor. Adopted in May 1996, the Access and Enhancement Plan addresses corridor improvements, land uses, and accessibility along the 6.5-mile section of the Petaluma River within the city limits. Its four major components include restoration of the river's natural resources, construction of a multi-use trail, a vibrant waterfront district adjacent to Downtown, and mixed-uses along the river corridor. The Plan also introduced the concept of constructing flood terraces along the River to increase its carrying capacity and reduce localized flood levels.

The City of Petaluma Bicycle and Pedestrian Plan

The City of Petaluma Bicycle and Pedestrian Plan (Bicycle Plan), developed by the Petaluma Pedestrian and Bicycle Advisory Committee, identifies and prioritizes bicycle and pedestrian improvement projects. Adopted in 2008 as part of the General Plan, the Bicycle Plan includes specific policies and programs for enhanced bicycle/pedestrian circulation, increased connectivity throughout the city, and improved safety.

Below: Image from the 1996 Petaluma River Access and Enhancement Plan.



RIVERFRONT ACCESS AROUND DOWNTOWN'S TURNING BASIN

A continuous pedestrian walkway around the Turning Basin will help stimulate riverfront commercial activities such as restaurants, outdoor cafes, boat rentals, and specialty retail shops. The trail will provide waterfront recreational and cultural opportunities with places to stroll and rest, overlooks, fishing access, ramps to the boat docks, landscaped and natural park-like settings, terraced seating, river trail connections, and interpretive displays. This will become the activity center of the greenway.

1.6 Community Participation

In order to ensure the meaningful involvement of all stakeholders including City staff, elected and appointed officials, transit providers, developers and owners of opportunity sites, large employers, community and business groups, and residents and visitors, the consultant team and City staff engaged the public through a series of stakeholder interviews, public presentations, and community workshops.

Technical Advisory Committee (TAC)

The TAC has provide technical assistance and input to the consultant team throughout the project. The TAC includes representatives from the following agencies:

- Sonoma-Marin Area Rail Transit (SMART)
- Metropolitan Transportation Commission (MTC)
- Association of Bay Area Governments (ABAG)
- City of Petaluma:
  - City Manager's Office
  - Advanced Planning
  - Economic Development
  - Housing
  - Public Works & Utilities Department
  - Petaluma Transit
  - Planning Division

Citizen's Advisory Committee (CAC)

In addition to the TAC, the City of Petaluma also formed a Citizen's Advisory Committee (CAC) to collaborate with the consultant team and with the public during development of the Master Plan. The CAC is composed of individuals whom represent the following interests:

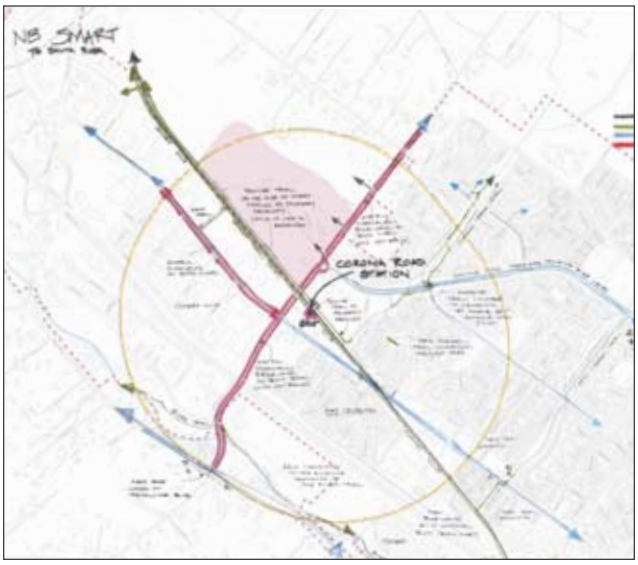
- 1 City Council Member (serving as Chair)
- 1 Planning Commission/Historic and Cultural Preservation Committee Member
- 1 Pedestrian and Bicycle Advisory Committee member
- 1 Transit Advisory Committee member
- 1 Youth Commission member
- Central Petaluma Specific Plan Citizen Advisory Committee representative(s)
- Members of the Community:
  - Property Owner(s) within the planning areas
  - Business Owner(s) within the planning areas
  - Community/Neighborhood Group(s)
  - Citizen(s) at-large

Stakeholder Interviews

One-on-one and small group interviews with stakeholders were conducted on March 10, 2011. These interviews provided the consultant team with valuable insight into the existing conditions, goals and vision for the project, and what is and what is not currently working in the project areas from several unique perspectives within the community.

Presentation and Information Gathering Session

On May 10th, 2011, following the stakeholder interviews, the consultant team conducted a public presentation and information gathering session. The consultant team presented the community with the background information gathered to date along with their initial thoughts and approach to the project. Following the presentation, the consultant team conducted an interactive information gathering session that included a table mapping exercise where the participants were asked to identify assets, constraints, and opportunities within the two station areas.



Community Workshop #1

On May 11 and 12, 2011, the consultant team and City held the first Community Workshop. During this workshop, the consultant team established a working studio within the planning area to engage the community to participate in the planning and design process in various formats including a formal presentation, an informal process presentation (pin-up), and casual one-on-one chats with team members during the open studio hours. During this workshop the consultant team began to explore the design solutions that will be reinforced in the Station Areas Master Plan.

CAC Follow-up Meetings

After the first Community Workshop, the consultant team conducted a series of topic specific meetings with the CAC to discuss their initial concepts and refine the design concepts introduced at the Workshop. On June 23, 2010, the topics discussed were Station Area Access, Connectivity, and Parking . On September 7, 2011 the topics discussed were urban design, initial economic analysis, and public space framework.

Community Workshop #2

The consultant team incorporated the feedback received from the CAC and prepared revised drawings which were presented to the community at a Saturday Workshop on October 29, 2011. After the presentation, there was an open house to enable the attendees to discuss the drawings and materials presented with the consultant team in more detail. Comment cards were collected so that the consultant team could incorporate the community's comments into the final reports.

Draft Plan Presentation

Based on input received from the CAC and the public the consultant team prepared the Draft TOD Master Plan for public review and comment. The Draft Plan was presented to the CAC at a public workshop on April 25, 2012. A series of 3 public workshops were held on June 7, June 21, and July 19, 2012 to review and discuss the Draft Plan. The comments received at these meetings and from staff were incorporated into the Final Draft that was presented at a public CAC workshop on February 21st 2013.

Adoption Process

The Draft Mitigated Negative Declaration, the Final Draft Station Area Master Plan, and Smart Code Amendments were presented to Planning Commission on March 26, 2013 and recommended for approval by a unanimous vote. These documents were presented to City Council on May 6, 2013 and were adopted on June 17, 2013 by a unanimous vote.

Downtown Petaluma Station: What you told us...

... about the Central Petaluma Specific Plan/Smart-Code:

- The SmartCode that was adopted was a 'beta' version and should be updated to be consistent with the current version.
- There should be some re-calibration of the code for the Downtown Petaluma Station Area and current existing conditions, particularly for the street sections
- The code should ensure predictability for Developers while adding flexibility through procedures for warrants or variances.
- The code should better address Historic Preservation.
- The code should better define Mixed-use.

... about the Planning around the Station Area:

- The Petaluma River should be an integral part of the Master Plan, highlighting its roles as a natural resource, public recreational asset, and working waterfront.
- The Master Plan should build upon urban character of Downtown and help revitalize Downtown.
- The Master Plan should examine the opportunity sites surrounding the station comprehensively.
- The Master Plan should promote a vibrant mix of uses, including small shops and service oriented uses that cater both to the transit riders and surrounding residents.
- The Station Area should be "a place people come to" not "a place people leave from".
- The Master Plan should promote adaptive re-use of historic buildings.
- The Master Plan should recognize the importance of the existing site users (Arts Center and Visitor's Center) and their needs in terms of parking and access as the Station Area evolves over time.
- The Master Plan should consider removing ground floor retail requirements on a portion of the site if the market cannot support it. Flexible space that has the ability to transition from residential to retail over time should also be considered in areas where retail may not be supported in the short term.
- The Master Plan should provide for a variety of passive and active public spaces for all ages. Suggestions included an outdoor performance space and flexible market area.

...about Connectivity & Circulation Issues

- Careful consideration should be given for access to the Station since the three surrounding major streets already have high congestion levels. E D Street has an additional constraints due to the operations of the drawbridge at the river crossing.
- Access is particularly restricted at the East end of the project area north of the river where there is only one access point.
- Washington Street is very challenging for a pedestrian and the Master Plan should seek to improve the pedestrian experience.
- The Master Plan should enhance bicycle and pedestrian connections to the surrounding destinations such as the library and fair grounds

...about Parking and Transit

- There currently are no parking requirements due to the parking requirements in the Specific Plan having sunset. The Master Plan should address parking requirements.
- A phased approach to parking may be ideal allowing for more parking initially to accommodate existing uses and the deferral of the Corona Road Station and allowing for lower parking requirements as the site develops into a more walkable extension of downtown.
- The Master Plan should address concerns that station parking does not create parking issues for surrounding neighborhoods.
- Good connections with Busses and shuttles are important to reduce the need for parking at the station area,

Corona Road Station: What you told us...

... about the Planning around the Station

- While there may not be much demand for housing in short-term, the Master Plan should accommodate the creation of a Transit village in the future.
- The existing commercial and office uses surrounding the station are important sources for jobs and the Master Plan should accommodate them remaining in the future.
- The Master Plan should respect the transition to the rural areas north and west of the station area. The station is adjacent to the Urban Growth Boundary

... about Connectivity & Circulation

- Connectivity (bicycle, pedestrian, transit, and autos) is the most important issue for the Corona Rd Station.
- There are several employment centers and a Junior College nearby and although these are probably too far to walk to from the station, they would be well served by bicycle facilities connecting to the Station.
- There are several streets/portions of streets within the project area that do not have sidewalks making walking between destinations difficult and unsafe.

... about Parking & Transit

- Unlike Downtown Petaluma Station , the Corona Road Station will be primarily a commuter station and it will help alleviate the demand for parking at the Downtown Petaluma Station .
- Due to the lower density and lack of neighborhood serving retail, it will likely be more difficult for people to live without a car at this location.
- The surrounding employment centers and Junior College would be well served by strong transit connections to the Station.

Community Goals

Downtown

- Create a vibrant public realm
- Enhance pedestrian connectivity and circulation
- Integrate and protect a diverse mix of uses
- Engage and activate the waterfront
- Provide a strong link to downtown core
- Propose mechanisms to make the plan implementable

Corona Road

- Improve Connectivity (pedestrian and bicycle) within the 1/2 mile pedestrian shed and beyond.

Chapter 2: Vision

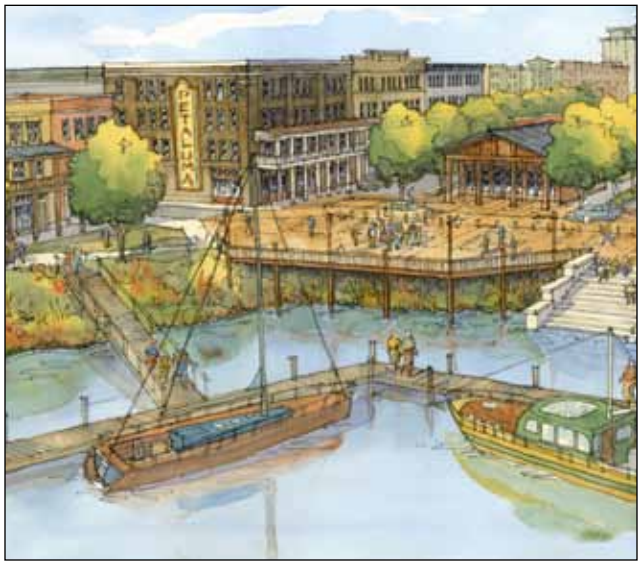
This page intentionally left blank.

2.1 Overview

This Chapter documents the vision that was created through the community participation process for the Downtown Petaluma and Corona Road Station Areas. It includes:

- a list of the goals generated during the workshops,
- a summary of the land uses within the Station Area,
- a discussion of opportunity sites,
- a description and illustrations of the preferred plan,
- alternative frameworks studied,
- a description of some of the key design elements used to promote walkability and livability,
- a phasing strategy,
- and a program for the Station Areas.

This Chapter will discuss each of the Station Areas individually. During the workshops with the community, the Downtown Petaluma Station Area became the primary focus due to the deferment of the Corona Road Station, the desire to focus near term development around the Downtown Petaluma Station, and the significant opportunity sites surrounding the Downtown Petaluma Station. Efforts at the Corona Road Station were focused on identifying ways to improve connectivity between the station and the surrounding existing uses.



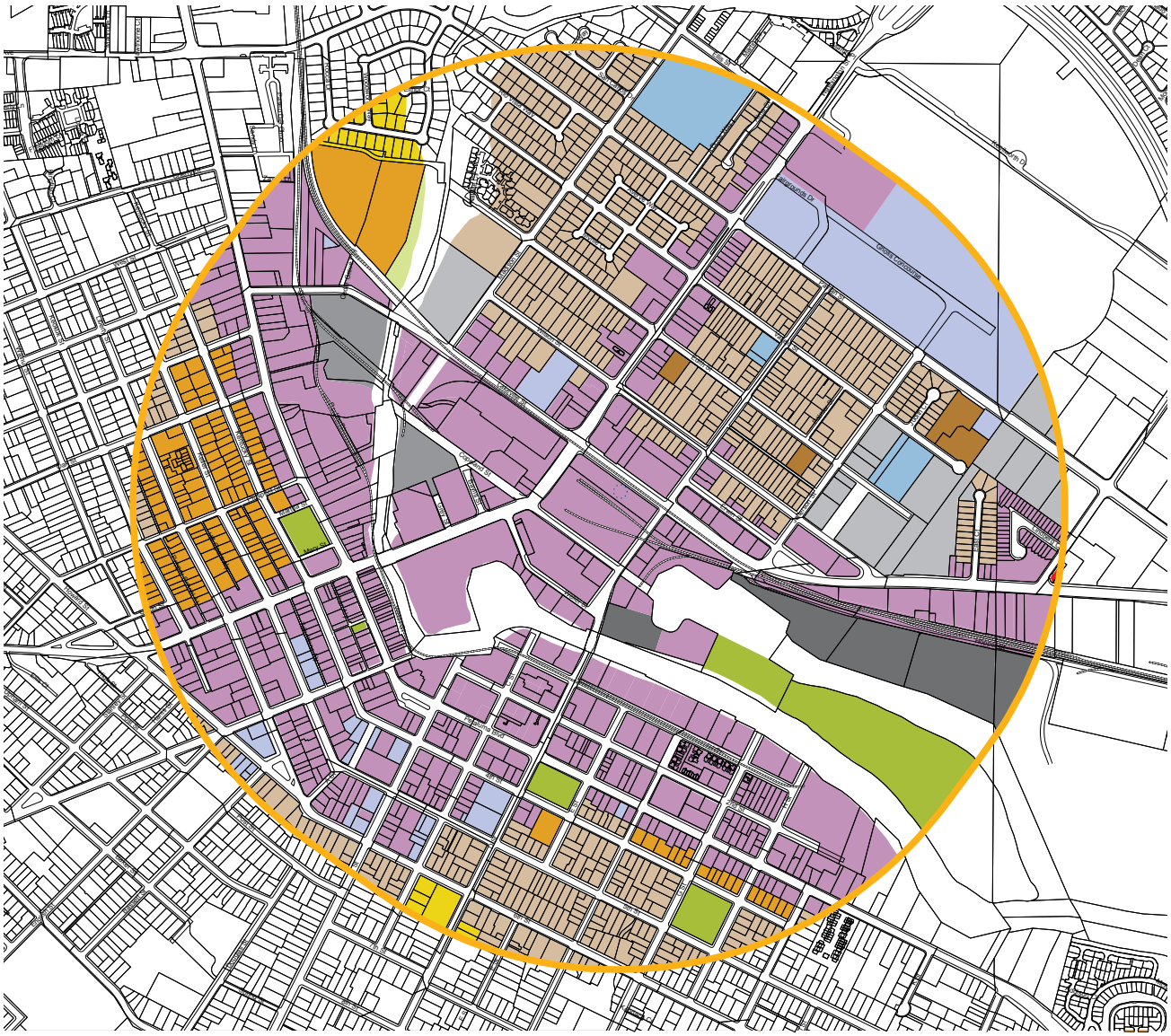
2.2 Downtown Petaluma Station Area

Overview

The Downtown Petaluma station will be located at the renovated historic rail depot adjacent to Lakeville Street and bounded by East Washington Street and East D Street. The Downtown Petaluma Station will provide easy access to the surrounding neighborhoods, Downtown, Turning Basin, and regional transit connections. The long term vision of the station area is that of a walkable extension of the downtown, with limited parking where the majority of the riders arrive by transit, bicycle, walking, or water.

Community Goals (generated during workshops)

- Create a vibrant public realm
- Enhance connectivity and circulation
- Integrate and protect a diverse mix of uses
- Engage and activate the waterfront
- Provide a strong link to downtown core
- Propose mechanisms to make the plan implementable
- Maximize Ridership

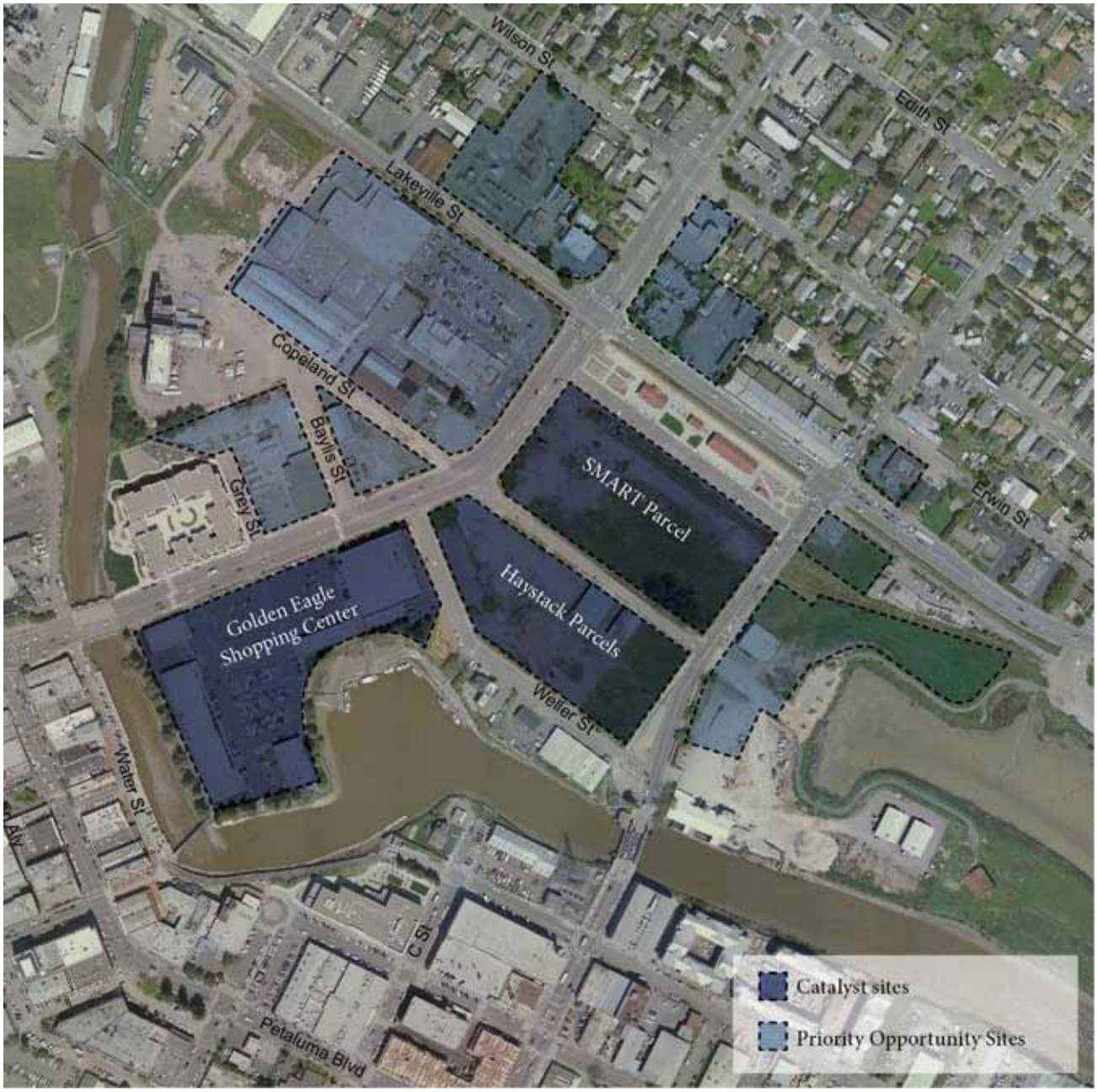


General Plan Designated Land Use

The map above indicates the General Plan designated land use within the Downtown Petaluma Station Area (1/2 mile from Station Parcel). The Station Area is approximately 636 acres, of which 447 acres are mapped with a designated land use (remaining 189 acres is composed primarily of Street ROW and Petaluma River). The primary designated land uses are Mixed Use (42%) Diverse Low Density Residential (24%), Public/Semi-Public (8%), and Medium Density Residential (7%). Within the Downtown Petaluma Station Area, there are also several designated industrial land uses (Industrial, Agriculture Support Industrial, and River Dependent Industrial) that together occupy 10% of the designated land use in the Downtown Petaluma Station Area.

Low Density Residential	5.34 acres	1.20%
Diverse Low Density Residential	107.92 acres	24.15%
Medium Density Residential	29.52 acres	6.60%
High Density Residential	3.50 acres	0.78%
Community Commercial	0.10 acres	0.02%
Mixed Use	187.84 acres	42.03%
Public/Semi Public	36.50 acres	8.17%
Education	9.35 acres	2.09%
Industrial	22.13 acres	4.95%
Agriculture Support Industrial	7.94 acres	1.78%
River Dependent Industrial	16.05 acres	3.59%
City Park	19.46 acres	4.35%
Open Space	1.27 acres	0.29%
Total	**446.94 acres**	**100%**

2.2 Opportunity Sites



The map above identifies the sites in the immediate station area that have been identified as the Catalyst Sites and the Priority Opportunity sites that have been the focus of the Master Plan effort and community visioning.

Chapter 3 (Market Demand) and Chapter 4 (Housing) provide additional information on the feasibility uses and housing capacity on the opportunity sites within the station area.

Within the Downtown Petaluma SMART Station Area, there are 3 catalyst sites (Golden Eagle Shopping Center, the Haystack Parcel, and the SMART parcel) which present the best opportunity for transforming the Station Area, meeting the goals of the General Plan and CPSP and the community's vision. The map above identifies the catalyst and priority opportunity sites.

Golden Eagle Shopping Center

The Golden Eagle Shopping Center is an auto-oriented strip mall located at the end of the turning basin along East Washington Street. The CPSP identifies this site for potential redevelopment and as one of the largest parcels that could have the greatest impact on improving pedestrian access along the riverfront and providing a connection between Downtown and the Downtown Petaluma SMART Station. It has been identified as a catalyst site for the project.

The Golden Eagle's existing frontage along the river's turning basin is generally underutilized; the buildings primarily orient away from the water and onto the surface parking lot and do not provide active land uses able to engage the scenic space. Higher-density redevelopment oriented toward the water may activate the riverfront, engage the new neighborhood with the city's historic core, and serve as a key link guiding pedestrians between the train station and Downtown.

Haystack Parcels

The site of the previously proposed Haystack Mixed-Use project, the Haystack Parcels are primarily vacant parcels located on the south side of East Washington Street between Copeland Street and Weller Street adjacent to the Golden Eagle Shopping Center and the parcels owned by SMART. The CPSP requires a new-street that will bisect the site providing access from Copeland Street to Weller Street and the riverfront. As the new street will also continue on the adjacent SMART parcel and to the SMART Station, the new street will serve as an important piece of the pedestrian connection linking the station, the riverfront, and Downtown.

The irregular geometries of the intersection of Weller, Copeland, and E. Washington street will provide a challenge for creating an efficient building footprint, they also create a deflected view such that the development will serve as a visual terminus along E. Washington street as one heads west towards the Downtown.

SMART Parcel

The SMART Parcel is a vacant parcel located adjacent to the Station Parcel, bounded by East Washington Street, East D Street, and Copeland Street. Similar to the Haystack Parcel, the CPSP calls for a future street that will bisect this parcel. The new street will be used to improve pedestrian and vehicular access to the SMART Station. In the short term, these sites will likely accommodate limited surface parking for the SMART station and surrounding commercial uses that over time could evolve into parking structures.

SMART has plans to use this property in the near term for construction staging for the rail project. Over the longer term, SMART has expressed an interest in developing this property as TOD in collaboration with the City of Petaluma. SMART is looking to the Station Area Master Plan to provide them with information that will help guide their future transit-oriented development.

Priority Opportunity Sites

The priority opportunity sites provide additional development opportunity to complement the development of the catalyst sites and reinforce the goals and vision for the Station Area. These sites are primarily located along East Washington St. and East D Street facing the catalyst sites. Due to their smaller size and existing buildings/uses, it is more likely that the development of these parcels will follow the development of the catalyst sites. Some of these sites contain auto-oriented uses that are not consistent with the vision in the General Plan and CPSP of the Station Area as a pedestrian oriented mixed-use area. By identifying them as opportunity sites, it is not intended to force the existing uses out. Instead it is intended that over time as the area develops, pedestrian oriented mixed-use development will become the highest and best use for these parcels, providing the land owners with the opportunity and economic incentive to redevelop.

2.3 Preferred Plan

Overview

The following pages provide drawings describing the preferred plan for the Downtown Petaluma Station Area. The preferred plan was developed through a series of public workshops and meetings where conceptual plans and illustrations were presented to the community and refinements were made based on the feedback received. The preferred plan also responds to the analysis of:

- Market Demand,
- Housing,
- Access, Connectivity, and Parking,
- Infrastructure, and
- Historic Preservation

Additional information on each of these topics can be found in the following chapters in this document.

Key Components:

- Provide **connectivity** to the surrounding community, neighborhoods, and local destinations.
- Create a **series of theatrical events** to draw people between the Station and Downtown
- Provide a **strong public space framework** that accommodates a wide range of uses and includes the streetscaping and street network as an integral part.
- Ensure a **high-quality frontage** providing the interface between the public realm and the buildings while providing for accessibility.
- Integrate a **diverse mix of building types and uses** to ensure that the development appeals to a broad market, provides flexibility over time, and provides for housing affordability.
- Provide **ground floor retail** that will complement the existing Downtown retail, meet market demand, and provide services for transit riders and residents.
- Allow for **flexible space and phasing** to allow for an evolution of ground floor uses and the site in response to changing market conditions over time.
- Maximize **transit ridership and reduce GHG emissions** by providing residential density near the station and creating a pleasant walkable, bikeable, and transit friendly environment.

This page intentionally left blank.

Illustrative Plan

A *View from Pedestrian Bridge toward the new plaza*

B *View of one of the public plazas adjacent to turning basin.*

C *View of turning basin, Neighborhood Square, and public building.*

D *View of Neighborhood Square and public building from E. Washington Street.*

E *Aerial view of small outdoor theater adjacent to turning basin.*

F *View of improved pedestrian realm along Weller Street.*

G *View down new transverse street from Weller Street.*

H *View down linear park toward Downtown Petaluma Station.*

Illustrative Plan Detail: SMART and Haystack Parcels

A Downtown Petaluma SMART Station. The future location of the Downtown Petaluma SMART Station

B New Station Access Street. The station access street will replace the existing drive and single-loaded parking lot. This street will have parallel parking spaces on both sides to accommodate short-term parking, drop-off, and bus and shuttle loading and unloading. In order to meet intersection requirements related to the railroad crossing, the street will be located further to the west increasing the plaza space at the Arts Center and Visitor's Center by approximately 10'.

C New Transverse Street. The new transverse street, from Weller Street to the new station access street will provide a visual connection between the Station and the Turning Basin. The transverse street, lined with street trees in planting strips and landscaped setbacks will provide a high quality residential address within walking distance from the Station. Between Weller and Copeland, the transverse street will help address circulation issues by allowing access to the Station from Copeland where the turning movements at E. Washington and E. D Streets are less restricted than at the new station access street; and accommodate the future expansion of bus stops as needed.

D Linear Park. Between Copeland Street and the new station access street, the right-of-way the new transverse street is increased to accommodate a linear park. The linear park will provide open space for residents, transit riders, and visitors while helping mitigate the impact of automobiles, shuttles, and busses on the pedestrian realm. Parallel Alleys located behind the buildings along Linear Park will provide secondary access to the Station allowing the streets lining the linear park to be closed to vehicles on special occasions.

E Flexible Plaza. At the intersection of the new transverse street and the Station Access Street, a flexible plaza will provide an area that can be setup for various activities such as farmers markets, art fairs, or public gatherings. The plaza is defined by a vertical element (such as a clock tower) at the end of the linear park, the chamfered corners of the 5-6 story mixed use buildings, and the historic station buildings.

F Copeland Street Transit Mall. Copeland Street will continue to be used to provide bus stops for regional transit and transit not requiring timed connections to the SMART trains. Deep sidewalks, street trees, and landscaped buffers will provide a buffered separation from ground floor residential uses that line the street

G Weller Street. Pedestrian realm improvements along Weller Street will promote walkability and accommodate live/work and flexible uses along the riverfront.

H Alleys. Alleys will provide access to parking, both public and private, and service for ground floor residential uses. On the SMART Parcels, alleys parallel to the linear park can be used as a secondary means of accessing the station so that the streets lining the linear park can be closed to automobiles for special events.

I Parking. Parking will be provided on the interior of the block behind buildings oriented to the perimeter streets. In the short-term, parking will be provided in temporary surface lots. In the future, these surface lots could be replaced by structured parking to allow for more intense development around the station.

Illustrative Plan Detail: Golden Eagle Parcels

A Weller Street. Pedestrian realm improvements along Weller Street will promote walkability and accommodate live/work and flexible uses along the riverfront.

B New Riverfront Street. A new riverfront street along the northern edge of the Turning Basin will provide access between Weller Street, the Neighborhood Square, and public parking.

C Outdoor Performance Space. A small outdoor theater is located in the northeast corner of the Turning Basin. The theater will take advantage of the grade change from Weller Street and the new riverfront street to the water level. The theater will have a park-like setting with the turning basin and Downtown Petaluma serving as the backdrop for the stage.

D Neighborhood Square. In addition to providing open space, a small Neighborhood Square located between East Washington Street will allow for views from East Washington Street to the Turning Basin while also providing additional visibility for ground floor retail uses on both sides of the green. Streets on both sides of the green demarcate the green as a public space by separating it from ground floor spaces which are sometimes perceived as having ownership over an attached green. The new streets surrounding the green should be detailed so that they feel like part of the pedestrian realm and drivers know to proceed with caution.

E Public Building. A small public building will provide indoor space and covered outdoor space with views of the turning basin. This building could be used for special events such as receptions, art shows, or public meetings.

F Riverfront Promenade and Plazas. The promenade and plazas along the riverfront and Turning Basin will provide a pleasant walking route to the station as an alternative to walking along E. Washington Street. These spaces will provide public open space and places for ground floor uses oriented to the riverfront, such as restaurants and cafes, to spill out onto with tables and chairs. The promenade and plazas are provided in lieu of the perimeter street required in the Central Petaluma Specific Plan that was found to be an obstacle to development.

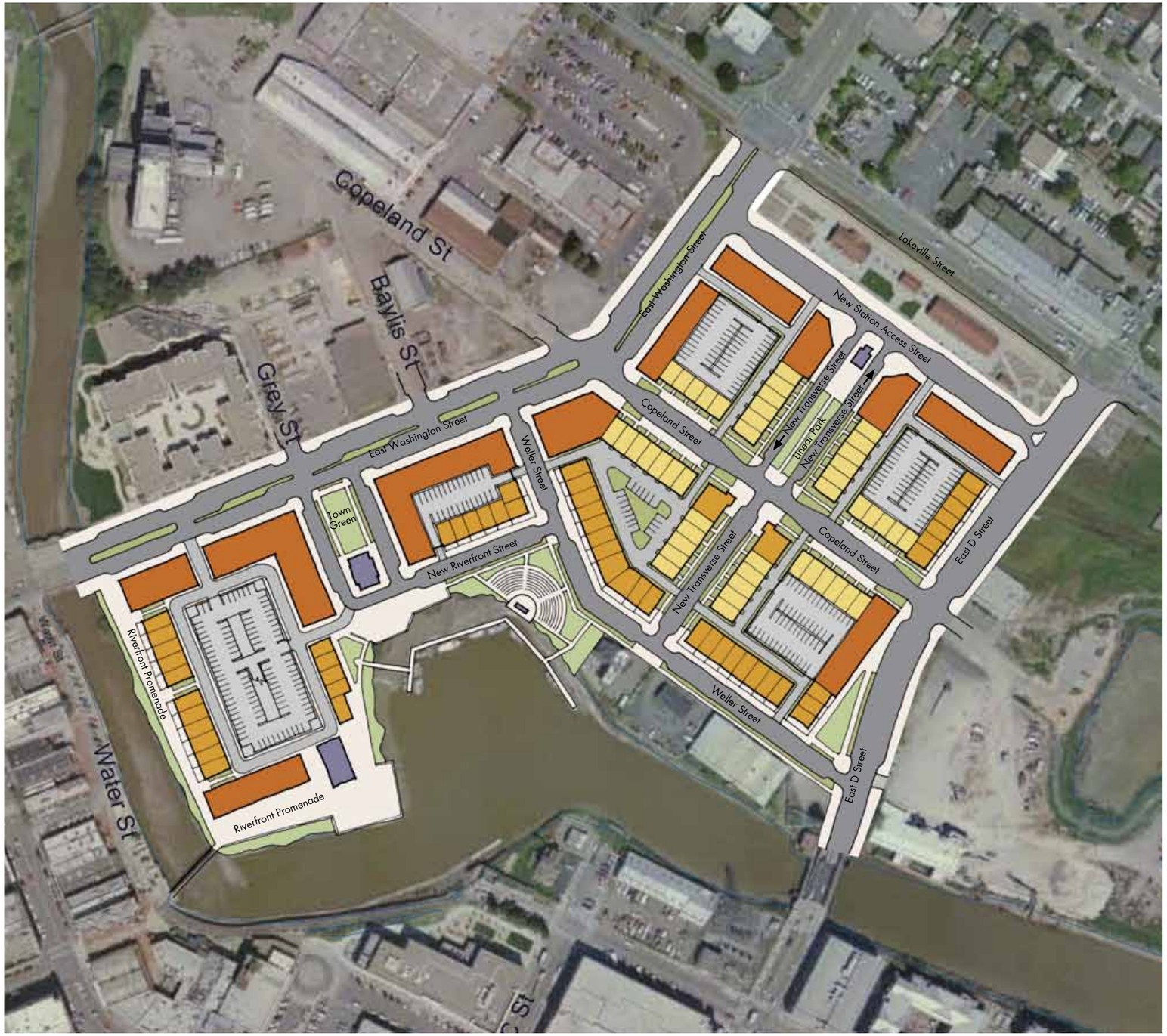
G Turning Basin Overlooks. A series of boardwalks that project out over the Turning Basin provide views of the River and Downtown. Constructed of wooden piers, beams, and floor planks, the overlooks are intended to have minimal impact on the shoreline and maintain the natural edge of the turning basin.

H Grand Stairs. A set of grand stairs leading down to the Turning Basin provide an opportunity for interaction with the water and natural environment.

I Existing Boat Docks. The existing boat docks will remain. Enhanced pedestrian connections along the edge of the Turning Basin would allow the docks to become a secondary means of access through the site.

J Alleys. Alleys will provide access to parking, both public and private, and service for ground floor residential uses.

K Parking. Parking will be provided on the interior of the block behind buildings oriented to the perimeter streets. In the short-term, parking will be provided in temporary surface lots. In the future, a single deck could be built above the surface parking to allow for more intense development on the site.



Ground Floor Uses

Commercial. Due to the limited market demand for ground floor commercial spaces, the ground floor commercial uses have been focused along East Washington Street, the Neighborhood Square, and the new station access street. Ground floor commercial is also located at the foot of the pedestrian bridge (where Dempsey's is currently located). These locations have the greatest viability for ground floor retail, whereas other streets within the station area are more easily capable of accommodating other ground floor uses such as Live/Work or Flex or Residential.

Live/Work or Flex. LIve/Work or Flex spaces have been focused along the riverfront promenade, new riverfront street, Weller Street, East D Street, and corner units on the west side of Copeland Street and the new transverse street intersection. While the current market may only support a limited amount of ground floor retail, Live/Work or Flex spaces provide locations that could evolve to accommodate ground floor retail in response to future demand. Flex spaces are built to commercial standards but have frontage types that provide an adequate buffer enabling residential uses in the short term. Live/Work units would appeal to a rising market demographic of self-employed individuals who are looking for smaller commercial spaces or opportunities where they can have a work space with a separate living space above.

Residential. The limited viability of ground floor commercial space also led to the creation of ground floor residential addresses within the station area. The new transverse street and Copeland street have been targeted as streets on which residential addresses can be created. Along these streets, careful attention will need to be paid to the frontage of the ground floor residential uses. Landscaped setbacks with stoops or dooryards will be used to provide adequate separation from the public realm.

Public. A series of small, well detailed public buildings will help draw pedestrians through the site between Downtown Petaluma and the SMART Station. These buildings may include a clock tower near the station, small stage canopy at the outdoor performance space, and an indoor/outdoor meeting hall on the Neighborhood Square. A public building or restaurant in an object building on the riverfront promenade may help draw people across the pedestrian bridge from Downtown.

Parking. Parking will be provided on the interior of the block behind buildings oriented to the perimeter streets. In the short-term, parking will be provided in temporary surface lots. In the future, these surface lots could be replaced by structured parking or a single level deck could be constructed above the surface parking to allow for more intense development around the station.

2.4 Public Space Framework

During the development of the Master Plan, it became evident that the public space framework around the station, river, and turning basin was one of the critical components to address. Of the goals for the Downtown Petaluma Station Area developed with the community, four focused on public space.

- Create a vibrant network of public spaces
- Enhance pedestrian connectivity and circulation
- Engage and activate the waterfront
- Provide a strong link to the downtown core

The existing conditions at the Downtown Petaluma Station Area include a frontage along East Washington Street that is very challenging for pedestrians due to narrow sidewalks, buildings that do not front onto the street, heavy traffic that is not buffered by on-street parking, and a lack of street trees. Pedestrian connections along the riverfront and turning basin require walking along a service alley on the back side of the Golden Eagle Shopping Center, walking through a surface parking lot, walking along the boat docks, and mid-block pedestrian crossings on Weller Street and Copeland Street that lead to vacant lots. The pedestrian bridge that connects to downtown and lands at Dempsey's, one of the few uses oriented towards the riverfront, provides a glimpse of the potential of the site and something which the public space framework can build-upon.

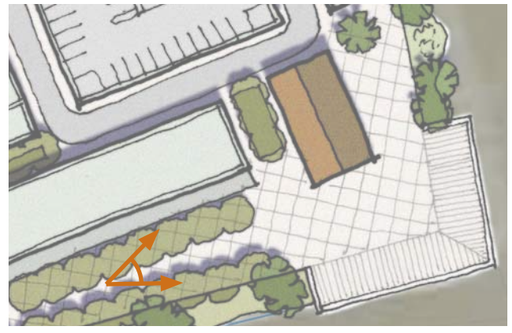
The public space framework put forth in this Master Plan accommodates a wide range of uses and variety of spaces, such as hardscaped plazas, a formal Neighborhood Square, an informal outdoor theater, boardwalk overviews, and a linear park. This framework also creates a series of theatrical events to draw people between the Station and Downtown. These theatrical events are spaced throughout the plan and are intended to create a visual interest that draws the pedestrian from one location to the next.

View from Balshaw Pedestrian Bridge

The view across the Balshaw Pedestrian Bridge will include 3-4 story buildings oriented to the riverfront with galleries that activate the public promenade and provide private outdoor areas on an upper level. In the distance a small public building with a ground floor cafe or restaurant and outdoor seating.

View along the riverfront promenade

After crossing the Balshaw Pedestrian Bridge, the pedestrian will arrive at a riverfront promenade. This primarily hardscaped area will be lined with galleries and ground floor retail on one side and the river on the other. Along the river, the plaza will be set back from the shoreline to maintain a more natural environment along the shoreline. The view will be terminated by a small, well detailed public building with a ground floor restaurant or cafe with outdoor seating spilling onto the promenade.



Aerial view of Turning Basin Edge

Along the turning basin, there will be a variety of public spaces. To the west, Live/Work or Flex units will face onto a small landscaped area. A small boardwalk will provide access to the existing boat docks that will serve as a secondary path of travel. Along the northern edge, a hardscaped plaza will transition to a boardwalk overlook that projects over the shoreline and into the turning basin. Just to the east of the overlook, a series of grand stairs cascade down to the water's edge providing an opportunity to interact with the water. The public building at the southern end of the Neighborhood Square provides a focal point in this area. The public building has indoor and covered outdoor space providing a view of the turning basin and further down the Petaluma River. The building could provide space for public meetings, receptions, or art exhibitions. Two-story galleries on buildings provide a covered walkway as well as private outdoor space with dramatic views of the river and downtown for upper floor users.

View of Neighborhood Square and Public Building

In addition to providing a focal point along the turning basin, the Neighborhood Square and Public Building will provide a focal point along East Washington Street. The open space will allow for views to the River from East Washington Street as well as provide for greater visibility of the retail spaces that line the streets adjacent to the Neighborhood Square. The streets lining this green should be detailed so that they feel as though they are part of a pedestrian realm (by using decorative paving or similar means) and drivers are encouraged to travel slowly. Here as well, the galleries on the buildings lining the park will help create an identity for the area while providing views from upper levels.

Aerial view of outdoor theater space

As one travels along the edge of the Turning Basin, the next thing that one encounters is the small outdoor theater located in the northeast corner. The theater will be nestled into a park-like setting, taking advantage of the grade change from Weller Street and the new riverfront street to the water. A small, open canopy structure over the stage will help increase the visibility of the theater from the public plazas and overlooks along the Turning Basin. The inclusion of the small performance space was a direct result of feedback received from the community during the workshops.

View along Weller Street

Continuing around the turning basin, Weller Street will boast a series of pedestrian realm improvements such as street trees, wide sidewalks, and downlit street lighting. Along the east side of Weller Street, Live/Work or Flex units will provide an active frontage that will in the short term, likely include a mixture of small ground floor retail spaces, offices, and residential uses. Over time, these spaces could accommodate more intense retail uses as the market evolves. On the west side of Weller Street, the amphitheater and small park will provide views of the Turning Basin and Downtown. These green spaces will serve as a foreground for the River House, a restored historic victorian building containing a restaurant and offices, and will help draw the pedestrian down Weller Street towards the new transverse street.

View down new transverse street.

The new transverse street will provide a visual connection between the Station and the Turning Basin. The transverse street, lined with street trees in planting strips and landscaped setbacks will provide a high quality residential area within walking distance from the Station. 3-4 Story residential buildings will help define the street edge. A wrap around gallery on the Live/Work or Flex units at the intersection with Weller Street will help draw the pedestrian around the corner and the linear park will terminate the view. The clock tower, marking the location of the station can be seen in the distance.

View of Linear Park

Between Copeland Street and the new station access street, the ROW of the new transverse street is increased to accommodate a linear park. The linear park will provide open space for residents, transit riders, and visitors while helping mitigate the impact of automobiles, shuttles, and busses on the pedestrian realm.

Parallel alleys located behind the buildings along the Linear Park can be used to provide secondary access to the Station allowing the streets lining the linear park to be closed to vehicles on special occasions.

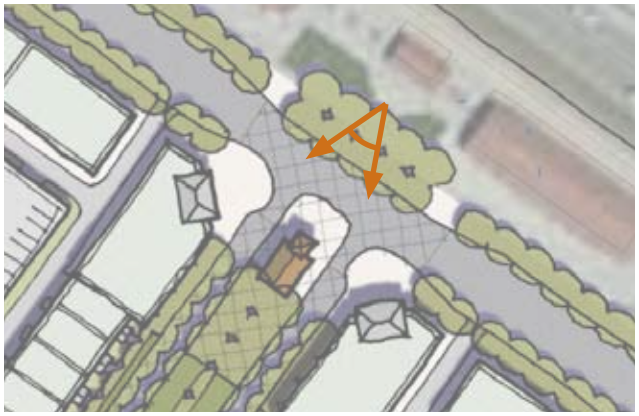
3-4 Story residential buildings (townhouses or stacked units) lining the park will transition to the 5-6 story mixed use buildings (ground floor retail with office or residential above) adjacent to the station.

A vertical element, such as a clock tower will provide a visual cue for the Downtown Petaluma Station that can be seen from a distance.

View of Station Plaza

The Station Plaza, located at the intersection of the new transverse street and the new station access street, provides an area that can be setup for various activities such as farmers markets, art fairs, or other public gatherings. The plaza is defined by the chamfered corners of the 5-6 story mixed-use buildings (ground floor retail with office or residential above), a vertical element (such as a clock tower), and the historic station buildings.

Galleries lining the 5-6 story mixed-use buildings provide a pedestrian scaled transition to the smaller, single-story historic station buildings. A continuous paving pattern on the streets and sidewalks in this area help reinforce the streets as public space through which drivers should proceed cautiously. The alleys parallel to the streets of the linear park would enable this area to be closed off to vehicular traffic for special occasions.



A similarly scaled linear park with a central sidewalk terminated by a vertical element.

Multiple levels create a series of spaces and low walls provide informal seating opportunities.

A waterfront plaza with seating areas and pedestrian scaled lighting. Open rails preserve the views to the water.

Stairs provide the opportunity for direct interaction with the water and create a more intimate area of seating.

An integrated network of streets and alleys allows for the closure of streets and flexible use of space.

Live/Work or Flex work units lining a street that has been setup for a public event.

2.5 Frontage Types

Private frontages are the components of a building that provide the transition between the public realm (street and sidewalk) and the private realm (yard or building). The use of appropriate frontage types is critical to the successful interface of public and private. Frontage types can be used to provide privacy for ground floor residential uses in high traffic areas, provide visibility of merchandise and pedestrian comfort in retail areas, and accommodate flexibility allowing the ground floor use to evolve over time.

Stoop: For the Stoop Frontage, the main facade of the building is setback from the street right of way and the elevated stoop engages the sidewalk. The stoop frontage provides privacy for ground floor residential uses by raising the ground floor level of the residential use so that a passing pedestrian's eye level is lower than someone inside the house.

Dooryard: For the Dooryard Frontage, the street right of way is defined by a low wall or hedge and the main facade of the building is set back a small distance creating a small dooryard. The dooryard can be at grade or raised and is ideal for Live/Work or Flex zones because it can function as either a residential or retail frontage allowing for an evolution of use over time. For residential, the dooryard provides separation from the sidewalk and the low walls or hedge offers a clear distinction between the public and private realm. For retail uses, the dooryard provides a small outdoor area for seating or display of merchandise.

Shopfront: For the Shopfront Frontage, the main facade of the building is at or near the street right-of-way with an at-grade entrance. This frontage type is intended for retail use but may also be used in Live/Work or Flex areas where future retail is anticipated. It has substantial glazing at the sidewalk level to enable visibility of merchandise and may include an awning that may overlap the sidewalk. It may be also be used in combination with the Dooryard or Gallery Frontage Types.

Gallery: For the Gallery Frontage, the main facade of the building is at the frontage line and the gallery element overlaps the sidewalk. This type is intended for buildings with ground-floor commercial uses and may be one or two stories. On the ground floor, the gallery should be used to provide the primary circulation along a frontage and extend far enough from the building to provide adequate protection and circulation for pedestrians. Upper levels provide opportunities for views of the Petaluma River, Turning Basin, and Downtown.

Chapter 8: Implementation discusses the regulations that should be added to the Central Petaluma Specific Plan to ensure that the appropriate Frontage Types are used within the Station Area.

Residential Stoops with a planted setback provide privacy for ground floor residential uses.

Residential Stoops engage the sidewalk and provide places for informal gatherings with neighbors.

As areas transition to support ground floor retail, Dooryards can provide outdoor space for seating or merchandise display.

A raised Dooryard provides separation for a flexible area that contains a mix of ground floor residential and office.

A Gallery provides shade for pedestrians and opportunities for views from an upper level.

A raised Dooryard along a series of commercial spaces provides seating areas outside of the public path of travel

A wrap-around Gallery with a covered second level. The upper level should not be used as the only means of circulation.

A planted Dooryard provides privacy for a flexible space that is functioning as a ground floor residential unit.

The Shopfront has a high percentage of glazing allowing for the passing pedestrian to view a store's merchandise.

2.6 Building Types

A diverse range of Building Types is key to creating a vibrant neighborhood and provides a variety of units appealing to different market segments at various price points. Very often, the provision of medium density housing types is overlooked in urban locations and this potential market segment is not captured. Housing choices such as townhomes, stacked units, and Live/Work provide that medium density type as an alternative to the standard choice between a single family house or an apartment or condominium.

Townhouse: The Townhouse (also called the Rowhouse) Building Type is a small to medium-sized attached structure that consists of three to eight dwelling units placed side-by-side. This Type is typically located within medium-density neighborhoods or in a location that transitions from a primarily single-family neighborhood into a neighborhood main street. This type provides a choice of an urban, fee-simple medium density housing type that can be built and sold on its own lot.

Live/Work: The Live/Work building type consists of an integrated housing unit and working space within a Townhouse form. This building type provides a higher density, fee-simple unit in an urban form that is capable of providing ground floor commercial space . Each mixed-use unit has its own individual entries to both the housing unit and working space. Units may be configured with a zero lot line condition or with a small setback that creates a dooryard condition. This building type requires alleys in the rear of the lots to provide vehicular access to the garages or parking area.

Main Street Mixed-Use: The Main Street Mixed-Use Building Type is a small- to medium-sized structure, typically attached, intended to provide a vertical mix of uses with ground-floor commercial uses and upper-floor commercial or residential uses. This Type is the primary component of main streets and downtowns providing ground floor retail and higher density housing that promote walkability. Unlike the mid-rise, the Main Street Mixed-Use does not have structured parking as an integral part of the building.

Mid-Rise: The Mid-Rise Building Type is a medium- to large-sized structure, 4 to 8 stories tall, built on a large lot that incorporates structured parking. It can be used to provide a vertical mix of uses with ground-floor commercial uses and upper-floor commercial or residential uses; or may be a single-use building where ground floor retail is not appropriate. This Type is a primary component of an urban downtown providing high-density buildings.

Chapter 9: Implementation discusses the regulations that should be added to the Central Petaluma Specific Plan to ensure that a wide range of building types are implemented within the Station Area.

A series of townhomes with a simple facade plane reflecting the urban setting, stoops, and landscaped setback.

2 1/2 story townhomes with side loaded stoops and landscaped setback. The townhomes have a simple facade plane with detailing at the stoops, windows, and eaves.

Live/Work with a mix of ground floor retail and office. The ground floor and upper floors are accessed by separate entries.

A Mid-Rise building with ground floor retail, offices and residential above, and structured parking.

A series of Live/Works that accommodate more intense commercial uses including a chain fast-food establishment.

Another view of the Mid-Rise building above. The change of materials and eaveline break up the scale of the building.

Main Street Mixed-Use building with ground floor commercial and residential units that share a common entry above .

2.7 Phasing

By developing the catalyst sites in a phased approach, the development of the Downtown Petaluma Station Area will be able to better respond to market conditions, be absorbed into the market slowly, and allow for more intense development in a later phase after the neighborhood has been established. The phased approach will also enable surface parking to be used to meet the needs of existing site uses and transit riders until the Corona Road Station, which will serve as a commuter park-n-ride station, is completed.

Phase I

Development in the first phase will focus on creating an identity for the site while accommodating areas of surface parking for existing users and transit riders. To create the identity of the site, development is focused along the turning basin, Weller Street, the new transverse street, and the new station access street. By focusing on these areas, units will orient to the River, Turning Basin, or a two-sided street. The development of two-sided streets prevents newly constructed units from having to face onto vacant parcels.

In the first phase, it is anticipated that the existing retail on the western half of the Golden Eagle Shopping Center would remain, providing revenue for the property owner until the retail/housing market improved justifying more intense redevelopment. Surface parking on the SMART parcels and Haystack Parcels would be located along East Washington and East D Street to enable commuters and visitors to easily find and access the parking for the station and existing site uses. The station access street would provide flexible short-term parking, bus and shuttle stops, and passenger drop-off.

Phase II

In the second phase, further development will include mixed-use buildings along East Washington Street; residential units along Copeland Street; and a mixture of mixed-use and Live/Work Buildings on the Golden Eagle site and along East D Street. It is intended that by the construction of the second phase, the Corona Road Station will have been built, allowing for a reduction in parking at the Downtown Petaluma Station. Surface parking lots can be replaced with structured parking or a single deck of parking built above the surface parking depending on the level of intensity supported by the market. The redevelopment of the Golden Eagle site will enable the reorientation of the site towards the river and the creation of high value Live/Work units that face onto a pedestrian promenade along the river.

Program

The program for Phase I and Phase II are discussed in more detail in Chapter 3 (Market Demand) and Chapter 4 (Housing). Chapter 3 includes a discussion on the multiple options and variables that were studied in determining the recommended program. The Master Plan and Phasing Plan is intended to maintain some flexibility in use to allow for the development to respond to the market needs over time. The program numbers listed are recommendations based on the preferred plan and economic analysis of the current market.

Phase I Program	
Ground Floor Retail	95,800 sf
Live/Work Ground Floor Flex Space	38,000 sf
Upper Floor Commercial	16,000 sf
Townhomes	29 units
Live/Work Residential Units	38 units
Upper Floor Residential	133 units
Summary	
Retail/Commercial/Flex	149,800
Units	200 units

Note: Detailed programming information can be found in Chapter 3 (Market Demand) and Chapter 4 (Housing).

Phase II Program (includes Phase I)	
Ground Floor Retail	125,900 sf
Live/Work Ground Floor Flex Space	58,000 sf
Upper Floor Commercial	16,000 sf
Townhomes	43 units
Live/Work Residential Units	58 units
Upper Floor Residential	370 units
Summary	
Retail/Commercial/Flex	199,900 sf
Units	471 units

Note: Detailed programming information can be found in Chapter 3 (Market Demand) and Chapter 4 (Housing).

2.8 Alternative Frameworks

Before arriving at the preferred plan, additional framework plans were considered. The two plans to the left were preliminary framework plans that were studied along with what became the preferred plan.

Perimeter Road Framework Plan

The top plan is a framework plan that was studied that included the perimeter road on the Golden Eagle Shopping Center Site. This perimeter road is a requirement per the Central Petaluma Specific Plan. However, when economic analysis was performed on this plan, it became difficult to find schemes that would enable redevelopment of the Golden Eagle Site without drastically reducing the amount of open space provided on the site to increase development potential. Studies of this framework led to our recommendation to eliminate the required perimeter road in exchange for the development of the Neighborhood Square and some of the riverfront amenities.

Re-alignment of Weller Street

The lower plan is a framework plan that was studied in which Weller Street was realigned to clean-up intersections along East Washington and increase the development potential of the Haystack Parcels by creating a more regular parcel geometry. Analysis of this framework plan found that the realignment was beneficial for development on the Haystack Parcels, however, it did not benefit the Golden Eagle Parcel. The re-alignment of Weller Street also would require finding an alternative location for the outdoor performance space. Since the redevelopment of the Golden Eagle Parcel is important to the development of the Station Area, this framework was not recommended. This framework may warrant further consideration if the Golden Eagle and Haystack Parcels were to be redeveloped by a single entity.

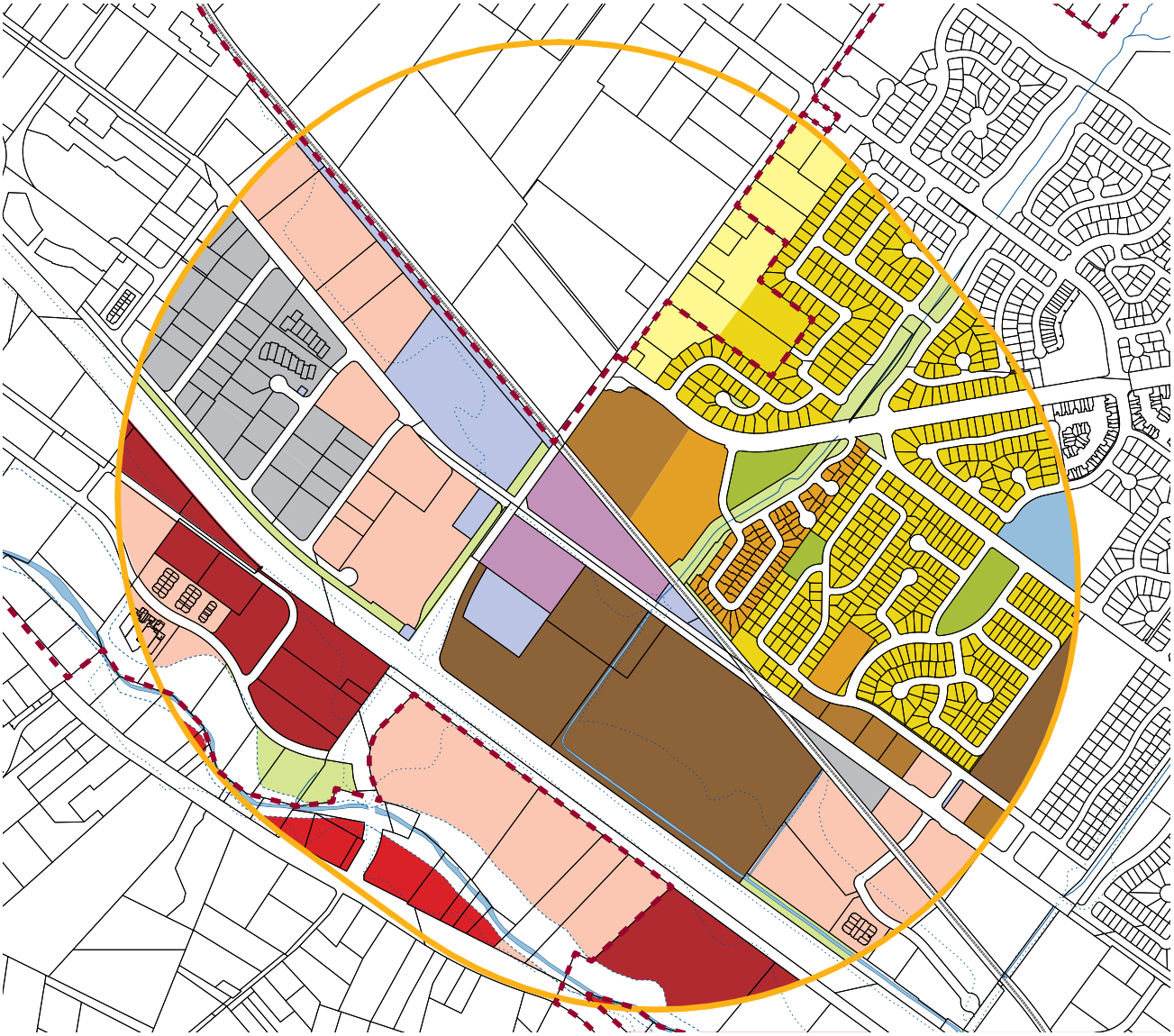
2.9 Corona Road Station Area

Overview

The Corona Road Station will be located in northwestern Petaluma in the vicinity of the intersection of Corona Road and North McDowell Boulevard. In the short-term, the Corona Road SMART Station will likely function as a suburban park-and-ride station. However, in the long term, the Corona Road Station Area may evolve to include transit-oriented development.

Community Goals (generated during workshops)

- Improve Connectivity (pedestrian and bicycle) within the 1/2 mile pedestrian shed and beyond



Land Use

The map above indicates the land use within the Corona Road Station Area (1/2 mile from Station Parcel). The Station Area is approximately 674 acres, of which 408 is mapped with a land use (remaining 266 acres is composed primarily of area outside of the UGB, Street ROW, and Highway ROW). The primary land uses are Business Park (23%) Low Density Residential (20%), and Mobile Homes (14%). Outside of the area designated as Business Park, 13% of the site has a Commercial (Neighborhood or Community) or Mixed-use designation. 42% has some form of residential designation, but it is primarily low density.

Very Low Density Residential	16.61 acres	4.07%
Low Density Residential	81.39 acres	19.93%
High Density Residential	13.36 acres	3.27%
Mobile Homes	58.64 acres	14.36%
Neighborhood Commercial	8.56 acres	2.10%
Community Commercial	35.20 acres	8.62%
Mixed Use	12.06 acres	2.95%
Business Park	94.90 acres	23.23%
Public/Semi Public	21.55 acres	5.28%
Education	4.45 acres	1.09%
Industrial	35.75 acres	8.75%
City Park	6.74 acres	1.65%
Open Space	19.28 acres	4.72%
Total	**446.94 acres**	**100%**

Corona Road Opportunity Sites

The opportunity sites surrounding the Corona Road Station are primarily the undeveloped sites or underutilized sites immediately adjacent to the Station Area.

The area that has been identified as a UGB Possible Expansion Area to the northeast of Corona Road and the Rail Tracks provides another large opportunity site. However, the expiration of the UGB limits was recently extended to 2025 by ballot initiative and the findings required to incorporate this land into city limits makes it unlikely to be available for redevelopment in the near term.

Underutilized sites along N. McDowell Blvd. near the intersection at Corona Rd have the potential to redevelop as TOD in the future. Similar to the Downtown, the intent of the Master Plan is not to force the existing uses out, but to provide a vision so that over time as the area develops, TOD will become the highest and best use for these parcels, providing the land owners with the opportunity and economic incentive to redevelop.

The U.S. Post Office Facility that may be closing in 2013 will become a priority opportunity site should it close.

Connectivity Improvements

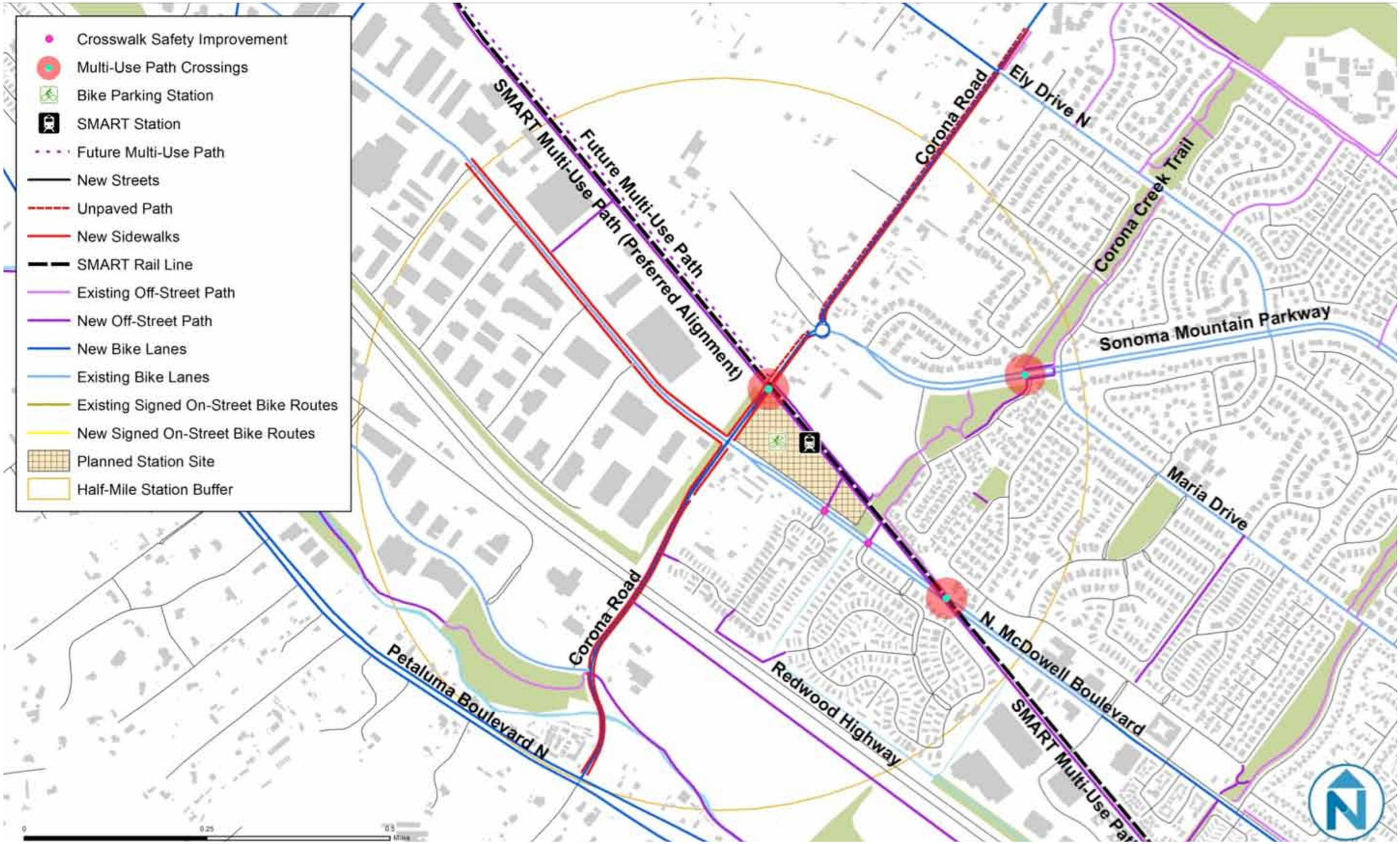
In the both the short and long term development scenarios, the Corona Station Area will benefit from improved access to the surrounding employment centers, health care facilities, the junior college, and housing. With many of these destinations being located outside the typical walking radius for the station, additional consideration should be given to bicycle and transit connections and facilities in this area

The drawing on the opposite page highlights the recommended Access and Connectivity improvements within the station area. Additional information on these improvements can be found in Chapter 5 (Access, Connectivity, and Parking).

Information regarding the Market Demand and Housing for the Corona Road Station Can be found in Chapter 3 and Chapter 4 respectively.

The plan below provided by SMART is the most recent plan proposed for the Corona Road Station at the time of the writing of this document.

This page intentionally left blank.


Crosswalk Safety Improvement
Multi-Use Path Crossings
Bike Parking Station
SMART Station
Future Multi-Use Path
New Streets
Unpaved Path
New Sidewalks
SMART Rail Line
Existing Off-Street Path
New Off-Street Path
New Bike Lanes
Existing Bike Lanes
Existing Signed On-Street Bike Routes
New Signed On-Street Bike Routes
Planned Station Site
Half-Mile Station Buffer
SMART Multi-Use Path (Preferred Alignment)
Future Multi-Use Path
Corona Road
Ely Drive N
Corona Creek Trail
Sonoma Mountain Parkway
Maria Drive
N. McDowell Boulevard
SMART Multi-Use Path
Redwood Highway
Corona Road
Petaluma Boulevard N
0
0.25
0.5
Miles

Chapter 3: Market Demand

This page intentionally left blank.

3.1 Introduction

This Chapter is an overview of the market and economic characteristics that will have an effect on the ability of the City of Petaluma to plan successful transit-oriented development at the Downtown Petaluma and Corona Road Station Areas. The Chapter discusses regional and local trends and projections in demographics, income, employment and retail sales and spending.

3.2 The Opportunity Provided by SMART

In a study of over 60 rail stations and their surrounding environments completed for the Portland metro area Westside light rail, the following factors were identified:

- The demographics of users and residents near fixed rail transit tend to be higher income people in professional and technical occupations.
- Employers will locate near fixed rail transit because it gives them an advantage by increasing the radius of available employees and by lowering the time and cost of commuting.
- People are willing to relocate as residents near fixed rail transit, even if they only use the service periodically, because it offers more options for travel to the central city for work, entertainment, and other cultural events.
- Developers like fixed rail transit for two reasons: fixed guide-way transit and demographics. When there is a fixed guide-way, the transit improvement cannot be moved as can a bus route, for instance. This means that the amenity being relied on is there for the foreseeable future and creates certainty for potential residents and employers that may rely upon it. The demographics for fixed rail transit indicate a higher end market for housing because of the occupations of the typical ridership.
- Parking can be reduced due to the higher percentage of trips being made by transit, reducing development costs on a site-by-site basis, particularly if employers engage in demand management, a cost savings not available without the fixed investment of fixed rail transit.

For the reasons above, fixed rail transit stations can offer new opportunities to the city of Petaluma that can enhance the local economy and add to the already livable environment.

3.3 The Transition to Transit-Oriented Walkable Places

In the days before automobile commuting, Petaluma was a central market town and business district for a wider agricultural area. The historic neighborhoods near downtown were within walking distance, providing convenient locations for those who owned businesses or worked in the downtown. As in other cities, as the automobile became the dominant transit mode, the centrality of downtown became less important for business and residential location. Over time, retail, employment and residential locations moved further from downtown and the connection between neighborhoods and services changed from a five-minute walk to a five-minute or longer drive. New retail was located on high volume streets to capture traffic and was most often built as strip centers with generous parking on the street in front of buildings set far back.

The current model of most development is designed around the requirements of the automobile, and is reliant on automobile travel, both for residential development and for retail development. In contrast to historic neighborhoods, auto-oriented subdivisions were created with a small range of unit sizes and prices for people of similar incomes. Retail and services in this model were based on a model of capture that relies upon passing cars rather than surrounding population. These models of development built and shaped postwar Petaluma, pushing development outward from the core and resulting in a relative loss of vitality in downtown and the older core area neighborhoods.

A different solution from auto-only orientation is to create complete walkable neighborhoods around transit. This model of development is not new—many cities have historic neighborhoods that grew as a result of streetcars rather than automobile transit. It does not suggest losing the advantages of auto-oriented development but rather adds an extra dimension, using both the passing traffic and an intensification of land use to achieve viability for businesses. It offers multiple modes of customer capture, by foot or transit or automobile, and increases the potential base of customers for existing retail services within walking distance.

The basic difference in the two models is in access. Auto-only access requires large amounts of parking, as much as five spaces per thousand square feet of business, and large streets with high traffic volumes. Parking is a proxy for access and density. When all modes of transport are available, and parking is provided on a district-wide basis, individual sites can increase the building density and the leasable square footage, making the land itself more valuable to investors. Street widths can be smaller and more walkable and thus more attractive. Retail businesses can be financed and operated with little or no parking depending upon surrounding density and the proximity to transit.

This urban development model does present a challenge for developers used to the requirements presented by credit tenants (larger well-established regional companies) in suburban areas. Chain retail and service companies that rely upon a suburban model of capture will locate based upon the car trips available or the density, income, and educational characteristics of the local area. But almost all of these chain retailers also have urban models that they place in districts that are destinations. Retailers such as The Gap, Levi's Store, Crate and Barrel and others have built outlets in city neighborhoods with no on-site parking if the area has district parking and if surrounding density and access are sufficient. If the demographic and access can be met, then attracting credit tenants is possible. Where these conditions have been met, banks will also finance small businesses without parking, and will finance residential buildings with parking at less than one car per unit.

Parking presents a chicken and egg problem for developers in that parking will be less important as a walkable neighborhood develops, but before all of the amenities and population are there, higher parking ratios may still be necessary. Phasing is important in order to address developer risk and mitigate the need for parking and the cost of parking. Projects that are built to maximize walkability can start with surface parking, in effect banking the land used for surface parking to use later for higher value uses as the area develops, such as residential and commercial building space.

3.4 Regional Demographic Change

Prior to the release of the new 2010 Census redistricting population data, providers of estimates and projections for Petaluma and Sonoma County had to make assumptions based upon past trends. Past trends yielded estimates that were both higher and lower than the actual numbers. With this in mind, the following tables are an attempt to update the projections provided by the State of California to correspond with the actual counts from the Census for planning purposes.

Projections for Sonoma County and Petaluma were mostly proven incorrect by the most current Census. Past projections by ESRI showed a decline between 2010 and 2015 in Sonoma County, and an increase in Petaluma of only 76 households for the same time period. The actual Census counts are shown at right in Table 3.4.A.

To update the state projections two scenarios were examined (Table 3.4.B). The first assumes that the rates of change used by the state need to be adjusted downward to reflect the actual rate from the Census (CA Adjusted Rate). The second assumes that the forecasting rate remains the same, but the starting numbers change (CA Adjusted 2010). These result in lower and upper estimates that are in keeping with the state projections.

Based upon Petaluma's increasing share of urban population in the county, scenarios for future population growth within the city of Petaluma for use in planning are shown in Table 3.4.C. Based upon the foregoing, between 2010 and 2030 there should be an increase in households of between 5,400 and 6,400 households. The importance of this is that it confirms that there will be a market for housing in the city. How many of these households the city wishes to accommodate is a policy question, but it is useful to understand that the market will support future development if desired.

Table 3.4.A: County and City 2010 Census Enumeration

Population	2000Census	2010Census	Change
Sonoma County	458,614	483,878	25,264
Petaluma	54,548	57,941	3,393
Petaluma Share	11.89%	11.97%	0.08%

Table 3.4.B: Sonoma County Population Scenarios with Adjusted State Projections

	2000*	2010*	2020	2030
CA Projections	461,618	495,412	546,151	606,346
CA Adjusted Rate	458,614	483,878	524,453	572,459
CA Adjusted 2010	458,614	483,878	533,436	592,229

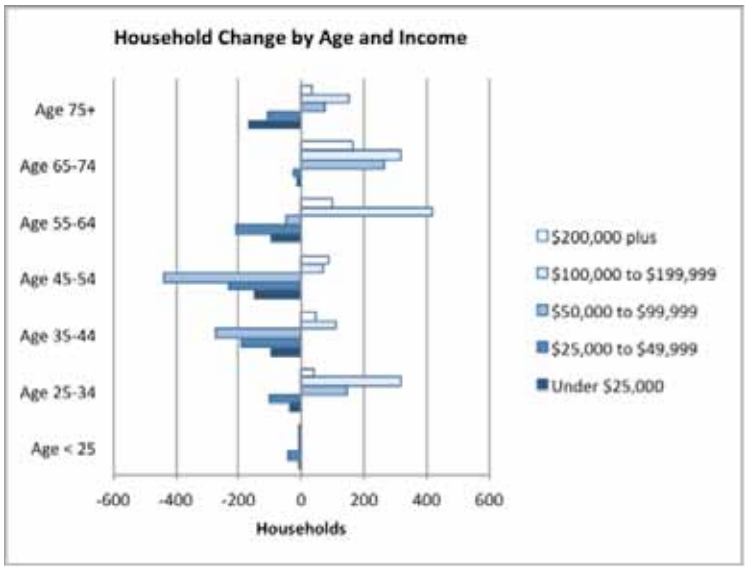
*2000 and 2010 Adjusted estimates are from the Census

Table 3.4.C: Petaluma Population Projections Based on Adjusted State Projections

	2010*	2020	2030	Change (10 to 30)
Population Low	57,941	63,220	69,466	11,525
Population High	57,941	64,303	71,865	13,924
Households Low	21737	24,281	27,183	5,446
Household High	21737	24,697	28,121	6,384
HH Size Trend	2.65	2.60	2.56	(0.096)

*2010 estimate is from the Census

3.5 Demographics of Income in Petaluma

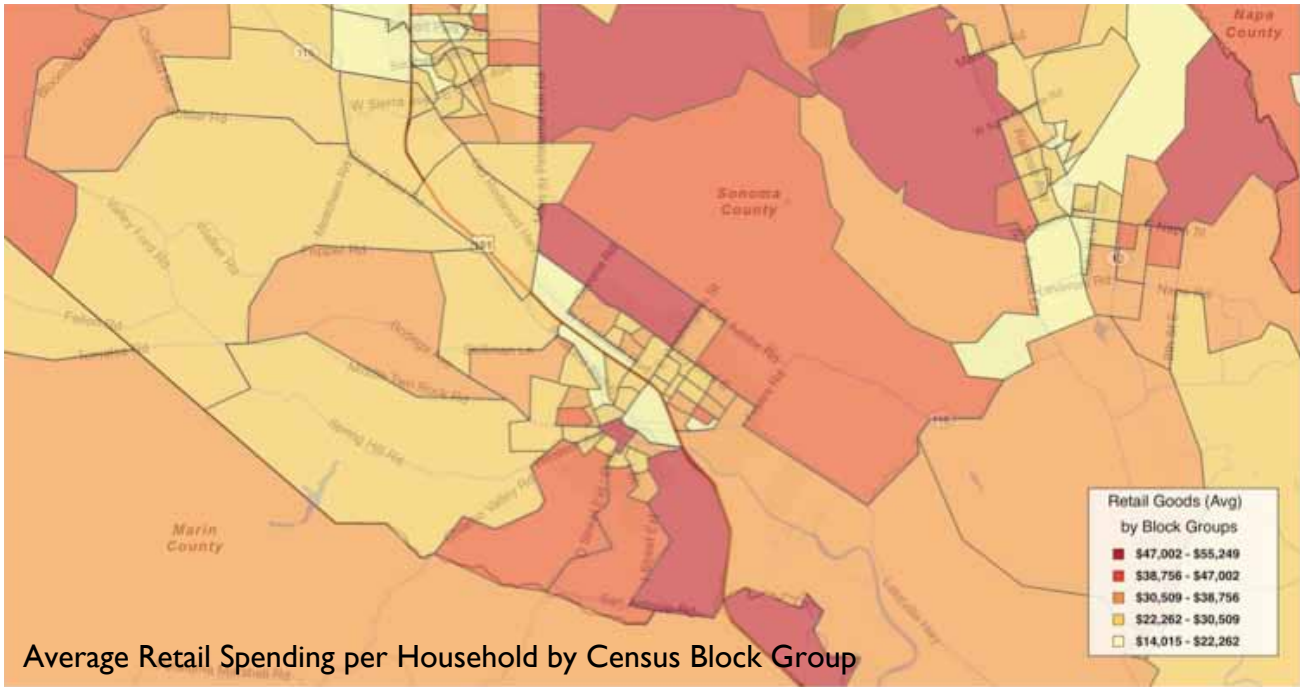


The above map of median income by Census block groups illustrates that most area of Petaluma are middle income to high income with two lower income block groups adjacent to Highway 101. There are also large tracts where income is high directly adjacent to, but outside of, the city limits.

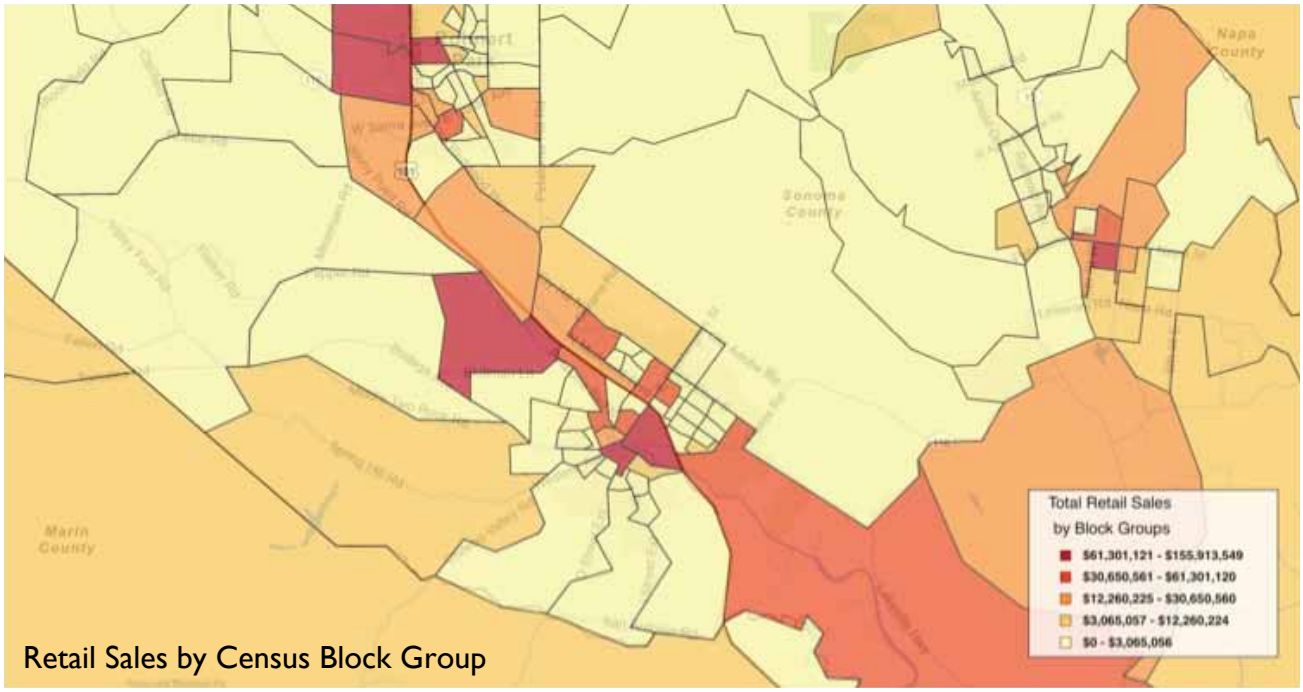
To understand trends in household age and income, the chart "Household Change by Age and Income" was prepared to illustrate which age and income groups are increasing or declining. The chart shows that growth is concentrated in households making over $99,999 per year, with moderate and lower income households in the 35 to 64 year age groups declining. While the chart makes the changes appear dramatic, in fact Petaluma has changed relatively little in absolute terms—the chart merely highlights that the trend for the city has been one of rising income households over time.

Information from employment suggests that this trend may have to do with the national economic downturn and its effect on employment locally. The chart may also suggest that housing for moderate-income households is not as easily available as it might be, or that the housing stock has been priced out of middle-income ranges that now apply after the national downturn.

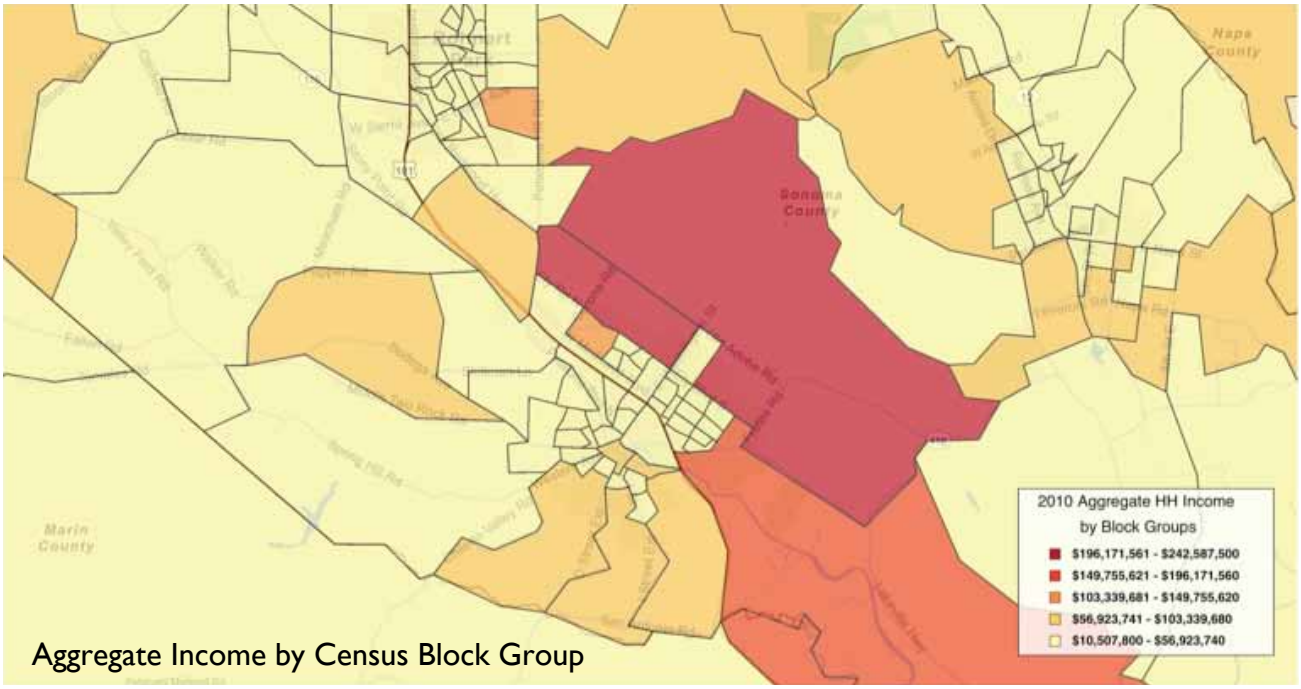
3.6 Retail Market Overview



Average Retail Spending per Household by Census Block Group



Retail Sales by Census Block Group



Aggregate Income by Census Block Group

To understand the capacity for retail at fixed rail transit locations, the proximity of income and spending to the locations (top) were examined as well as where money is being spent locally (bottom). What these two graphics indicate is that there is sufficient retail spending to support the downtown station location. Further confirmation of this was gained by looking at aggregate income by block group to see the total amount of income available in the region (opposite page).

The mapping of aggregate income illustrates that the highest concentration of income is located at driving distances from the downtown area, with second highest located south along highway 101. This raises the question of whether the city is effectively capturing retail sales; once people are already in their cars, the ability to drive for a few more minutes to locations with higher economic utility can negate capture through proximity.

Economic utility in retail means that the shortest trip that best satisfies customer needs will have the highest utility. Shopping centers work on a model of utility—by combining multiple businesses in one location, utility increases capture. Wal-Mart uses this strategy to overcome the longer time in the vehicle. To identify capture for Petaluma in the areas near the SMART stations spending versus sales was evaluated for the two areas. For the downtown location leakage in a five-minute drive time, a standard measure for local serving retail, was examined. The results are shown in the tables on the following pages.

For the Downtown Station Area, there is significant leakage within five minutes of the downtown SMART Station, indicating that with careful design, at the station and connecting well to the downtown and surrounding neighborhoods, there is potential to create an area destination if that is desired by the public. If done correctly this could support downtown and increase the economic utility of visiting downtown.

The Corona Road Station is somewhat different. In general, the leakage in the individual categories is too small to support a shop in new construction. At the same time, however, another issue is the impact of creating a retail destination that would ultimately be auto-oriented and would draw sales from the downtown area that is within biking distance and a reasonably short drive. The two categories with very large leakage are general merchandise stores, such as a Wal-Mart or the like. The Corona Road SMART Station is not an appropriate location not because of the transit, but because the site itself is not a prime retail location.

Tab;e 3.6.A: Five Minute Drive from Downtown SMART Station			
	Retail Demand	Retail Sales	Leakage/(Surplus)
Motor Vehicle & Parts Dealers	103,320,412	53,056,334	50,264,078
Automobile Dealers	86,791,394	38,775,803	48,015,591
Other Motor Vehicle Dealers	9,466,646	8,242,472	1,224,174
Auto Parts, Accessories, and Tire Stores	7,062,372	6,038,059	1,024,313
Furniture & Home Furnishings Stores	16,419,990	7,851,375	8,568,615
Furniture Stores	9,318,449	2,590,678	6,727,771
Home Furnishings Stores	7,101,541	5,260,697	1,840,844
Electronics & Appliance Stores	13,882,064	9,341,369	4,540,695
Bldg Materials, Garden Equip. & Supply Stores	21,274,167	6,835,945	14,438,222
Building Material and Supplies Dealers	19,375,854	5,849,276	13,526,578
Lawn and Garden Equipment and Supplies Stores	1,898,313	986,669	911,644
Food & Beverage Stores	114,169,390	168,439,908	(54,270,518)
Grocery Stores	107,404,905	164,295,083	(56,890,178)
Specialty Food Stores	2,997,706	2,280,731	716,975
Beer, Wine, and Liquor Stores	3,766,779	1,864,094	1,902,685
Health & Personal Care Stores	18,213,105	13,160,435	5,052,670
Gasoline Stations	64,019,232	45,387,326	18,631,906
Clothing and Clothing Accessories Stores	22,477,547	17,734,117	4,743,430
Clothing Stores	17,685,880	12,118,074	5,567,806
Shoe Stores	2,085,161	3,195,124	(1,109,963)
Jewelry, Luggage, and Leather Goods Stores	2,706,506	2,420,919	285,587
Sporting Goods, Hobby, Book, and Music Stores	6,821,848	5,494,563	1,327,285
General Merchandise Stores (NAICS 452)	$36,836,208	$5,097,354	31,738,854
Department Stores Excluding Leased Depts.	$18,909,886	$4,914,191	13,995,695
Other General Merchandise Stores	$17,926,322	$183,163	17,743,159
Miscellaneous Store Retailers	$10,166,074	$12,240,047	(2,073,973)
Florists	$499,314	$387,613	111,701
Office Supplies, Stationery, and Gift Stores	$2,240,890	$3,507,204	(1,266,314)
Used Merchandise Stores	$2,174,325	$908,920	1,265,405
Other Miscellaneous Store Retailers	$5,251,545	$7,436,310	(2,184,765)
Nonstore Retailers	$14,476,141	$3,057,436	11,418,705
Electronic Shopping and Mail-Order Houses	$10,040,225	$2,099,191	7,941,034
Vending Machine Operators	$1,524,465	$80,766	1,443,699
Direct Selling Establishments	$2,911,451	$877,479	2,033,972
Food Services & Drinking Places	$69,889,988	$71,025,437	(1,135,449)
Full-Service Restaurants	$28,669,348	$41,536,025	(12,866,677)
Limited-Service Eating Places	$25,796,789	$22,907,398	2,889,391
Special Food Services	$6,824,538	$966,652	5,857,886
Drinking Places - Alcoholic Beverages	$8,599,313	$5,615,362	2,983,951

Table 3.6.B: Corona Road Station - 1 Mile Radius			
	Retail Demand	Retail Sales	Leakage/(Surplus)
Motor Vehicle & Parts Dealers	$64,848,427	$143,176,696	(78,328,269)
Automobile Dealers	$54,888,066	$129,214,256	(74,326,190)
Other Motor Vehicle Dealers	$5,783,139	$11,303,097	(5,519,958)
Auto Parts, Accessories, and Tire Stores	$4,177,222	$2,659,343	1,517,879
Furniture & Home Furnishings Stores	$9,926,600	$9,972,840	(46,240)
Furniture Stores	$5,654,893	$3,877,362	1,777,531
Home Furnishings Stores	$4,271,707	$6,095,478	(1,823,771)
Electronics & Appliance Stores	$8,559,350	$2,661,325	5,898,025
Bldg Materials, Garden Equip. & Supply Stores	$12,339,275	$7,394,121	4,945,154
Building Material and Supplies Dealers	$11,187,355	$5,571,278	5,616,077
Lawn and Garden Equipment and Supplies Stores	$1,151,920	$1,822,843	(670,923)
Food & Beverage Stores	$68,014,228	$80,416,233	(12,402,005)
Grocery Stores	$64,027,790	$78,272,643	(14,244,853)
Specialty Food Stores	$1,776,636	$1,790,518	(13,882)
Beer, Wine, and Liquor Stores	$2,209,802	$353,072	1,856,730
Health & Personal Care Stores	$11,188,880	$9,673,466	1,515,414
Gasoline Stations	$40,089,714	$14,592,675	25,497,039
Clothing and Clothing Accessories Stores	$13,538,989	$11,760,728	1,778,261
Clothing Stores	$10,676,437	$7,569,856	3,106,581
Shoe Stores	$1,251,322	$2,809,506	(1,558,184)
Jewelry, Luggage, and Leather Goods Stores	$1,611,230	$1,381,366	229,864
Sporting Goods, Hobby, Book, and Music Stores	$4,176,685	$1,789,105	2,387,580
General Merchandise Stores	$22,258,839	$5,681,722	16,577,117
Department Stores Excluding Leased Depts.	$11,451,678	$5,681,722	5,769,956
Other General Merchandise Stores	$10,807,161	$0	10,807,161
Miscellaneous Store Retailers	$6,168,983	$6,415,337	(246,354)
Florists	$302,714	$183,799	118,915
Office Supplies, Stationery, and Gift Stores	$1,336,073	$1,212,890	123,183
Used Merchandise Stores	$1,318,753	$35,564	1,283,189
Other Miscellaneous Store Retailers	$3,211,443	$4,983,084	(1,771,641)
Nonstore Retailers	$8,431,884	$2,628,461	5,803,423
Electronic Shopping and Mail-Order Houses	$6,027,699	$2,606,495	3,421,204
Vending Machine Operators	$907,224	$0	907,224
Direct Selling Establishments	$1,496,961	$21,966	1,474,995
Food Services & Drinking Places	$41,944,630	$28,581,832	13,362,798
Full-Service Restaurants	$17,192,077	$13,231,188	3,960,889
Limited-Service Eating Places	$15,555,408	$13,906,619	1,648,789
Special Food Services	$4,114,419	$1,335,125	2,779,294
Drinking Places - Alcoholic Beverages (NAICS 7224)	$5,082,726	$108,900	4,973,826

3.7 The Impact of Future Retail Development

The data presented here is a static snapshot of retail spending and sales. As change occurs in Petaluma, these numbers will also change. In any given area, there is only a particular amount of disposable income available for capture by local businesses. One of the keys to ensuring success is to consider carefully how much retail is placed into new development and where the retail will be located. If, for instance, a large concentration of retail development were to occur between downtown and the concentration of disposable income to the north of downtown, one would expect the ability of downtown to capture that disposable income to decrease, depending upon the type of retail offered in the new development versus the retail and services offered downtown. Some types of retail are unlikely to shift from centers with "big box" retailers in limited categories, such as vendors of big screen televisions and electronics like Best Buy. Downtown is unlikely to be the place for big box retail due to parcel size and access limitations. At the same time, retail downtown can compete if it is unique and local and if there is sufficient residential density in new development to assure local spending.

Other cities have dealt with the issue of potential retail leakage by limiting retail to those areas where it wishes to focus civic and commercial activity. The City of Walnut Creek instituted what was called the "Little Master" plan in the early 1950's, dictating that the bulk of new retail development should be focused on the existing town center. This simple legislative action has been spectacularly successful and produced a shopping hub that is not on any freeway, but still draws from as far away as Martinez, Richmond, and Dublin, and has some of the highest per square foot sales in California. The model of center in Walnut Creek may not be what is desired in Petaluma, but the example is offered to illustrate that specifying where a community's main focus for such activity will take place can be a powerful step in actually making it happen.

3.8 Employment Overview

Employment in Petaluma has suffered from the national downturn, as have most of the cities in California. The trends in employment for the city are shown in the tables below.

Table 3.8.A: Total Employment in Petaluma

Year	Labor Force	Employment	Unemployment
2006	31,300	30,200	1,100
2007	31,700	30,500	1,200
2008	31,900	30,300	1,700
2009	31,400	28,600	2,800
2010	31,100	28,100	3,000
2011	31,200	28,300	3,000

Source: California Labor Market Information Dept., 4/2011

While Petaluma has not yet recovered from the downturn, it is on the way back up. The much-feared double dip recession did not materialize, but construction is still suffering in part from a paucity of residential and commercial construction financing. When employment by sector is examined, after manufacturing, virtually the entire drop is in sectors having to do with the financial crisis and the housing bubble that have impacted consumer confidence and even limited travel for business.

One interesting facet of the employment market in Petaluma is that self-employed entrepreneurs are helping to make a difference in growth. Non-covered employment grew by over 500 jobs between 2007 and 2009, offsetting losses elsewhere. This might suggest that the city look at policies for encouraging new self-employed businesses—a potential location might be at the Corona Road Station area, for instance.

Table 3.8.B: Employment Change By Sector

Covered[1] Payroll Employment	2007	2008	2009	Change 07-09
Manufacturing	3,911	3,955	2,716	(1,195)
Construction	2,359	1,924	1,671	(688)
Finance and Insurance	967	748	645	(322)
Admin & Support, Waste Mgmt, Remediation	1,135	973	839	(296)
Transportation and Warehousing	647	536	400	(247)
Wholesale Trade	1,151	1,236	934	(217)
Accommodation and Food Services	2,118	2,244	1,918	(200)
Educational Services	1,911	1,985	1,797	(114)
Health Care and Social Assistance	2,608	2,701	2,501	(107)
Professional, Scientific, and Technical Services	1,563	1,536	1,493	(70)
Arts, Entertainment, and Recreation	527	586	506	(21)
Retail Trade	2,758	2,782	2,750	(8)
Real Estate and Rental and Leasing	363	333	384	21
Mining, Quarrying, and Oil and Gas Extraction	-	-	25	25
Utilities	55	51	89	34
Information	298	357	363	65
Management of Companies and Enterprises	179	162	283	104
Public Administration	483	567	643	160
Other Services (excluding Public Administration)	894	1,060	1,246	352
Agriculture, Forestry, Fishing and Hunting	93	68	451	358
Covered Employment Totals	24,020	23,804	21,654	(2,366)
All Employment (from Labor Market Information)	30,500	30,300	28,600	(1,900)
Non-Covered Employment	6,480	6,496	6,946	466

[1] Covered Employment is employment covered by State of California Unemployment Insurance and Federal Unemployment Insurance. Non-covered employment includes sole proprietors, self-employed individuals and others, such as the officers of S-corporations who are not subject to state or federal unemployment insurance

3.9 Design Alternatives and Feasibility

To understand the potential for the preferred alternatives, Urban Advisors assembled outline pro forma models for each alternative. Construction costs were used from local contractor cost estimates for similar projects and infrastructure costs from Carlile and Macy. Average rental unit leasable space is approximately 1,020 square feet. Values for units and leasing rates were taken from information on current sales and leasing. The pro forma models assumed that pricing, leasing and costs stayed the same over time, an assumption that renders the outcomes more conservative inasmuch as there is uncertainty regarding the national economy. This assumption was made to ensure that what is planned will have a reasonable chance of implementation if the economic recovery is slow.

From the models, several things become apparent. On the Golden Eagle Parcels and SMART Parcels, a mix with more residential than commercial appears to yield higher returns. Another is that as average unit size decreases to allow small units that might cater to single person and two person households, project permitting cost increases for the same project square feet and is therefore much higher in relation to the unit value, essentially providing a market disincentive to the production of affordable rental and for sale flats.

For the Golden Eagle Parcels, the current assessed value of approximately $16.8 million hinders feasibility. For the current owner, the projects as shown can be feasible depending upon how development is phased. The change in held value at full build-out is far greater than the current value for the owner and would make a reasonable strategy when the economy recovers sufficiently to make financing more attractive and development risk lower.

Another factor is the cost of providing structured parking. This is of most concern on the SMART Parcels where two parking structures are proposed in Phase II that will facilitate access to the SMART station for commuters and provide parking for residential and commercial uses. Using current sales and leasing values it is difficult to make the projects feasible with an added parking cost exceeding $10 million. Normally, developments with such parking would be constructed in a time of higher pricing that would justify higher development intensity. To evaluate this factor an alternative scenario in which parking cost was shared was included.

The current models posit for sale townhouses, and live work units, and rental property divided between residential and commercial uses. Remaining to be done is an analysis of affordability for rental units at 60% of median income and of the potential for flats to be sold to households with income at 100 percent of median for the area. Preliminary analysis indicates that the Golden Eagle Parcels would require subsidy in excess of tax credits to achieve affordability, but that affordable units may be feasible on the Haystack Parcels, while the parking on the SMART Parcels may again make some subsidy necessary. Creating smaller rental units to address differing household sizes could enhance affordability, but the high permitting cost per unit, the same no matter what the size or cost of the unit, is a very positive disincentive to this means of ensuring affordability.

Table 3.9.A: Comparison of Alternatives - Residential on Upper Floors

	Golden Eagle Parcels		Haystack Parcels		SMART Parcels		SMART Parcels shared parking cost	
	Net Value	Rental Return	NetValue	Rental Return	Net Value	Rental Return	Net Value	Rental Return
Residential on Upper Floors								
Phase 1	$(2,866,693)	22.4%	$8,246,290	11.8%	$2,895,972	9.8%	$2,895,972	9.8%
Phase 2	$6,828,948	15.7%	$(2,019,325)	1.1%	$(2,687,755)	3.9%	$3,353,743	9.9%
Total	$3,962,255	18.7%	$6,226,965	4.9%	$208,217	6.5%	$6,249,715	9.8%
Residential/Commercial Split on Upper Floors								
Phase 1	$(1,696,759)	18.1%	$6,793,880	12.3%	$5,224,576	10.8%	$5,224,576	10.8%
Phase 2	$5,911,040	9.1%	$2,402,404	9.8%	$(3,191,677)	1.0%	$2,848,763	7.3%
Total	$4,214,282	7.0%	$9,196,284	10.8%	$2,032,900	5.7%	$8,073,340	9.2%

End Notes:

Net Value is value created after Costs, Developer Fees, and Profit on For-sale units.

A negative net value with a high return is feasible.

A negative net value with a low return is not feasible.

A positive net value with a return over 8% is feasible.

Table 3.9.C: Comparison of Alternatives - Residential/Commercial Split on Upper Floors

	Value over Cost	Gross Unit Density/Acre	Employment Density/Acre	Number of Units	Feasibility
Golden Eagle Parcels					
Residential	$3,962,255	27.36	33.52	200	High
Split	$4,214,282	21.61	113.22	158	Low
Haystack Parcels					
Residential	$6,226,965	27.82	19.16	113	Low
Split	$9,196,284	23.88	28.12	97	High
SMART Parcels					
Residential	$208,217	36.87	20.84	172	Low
Split	$2,032,900	21.44	41.93	100	Low
R-Parking Costs Shared	$6,249,715	36.87	20.84	172	High

3.10 Expected Market for Land Uses and Absorption

Evaluating the alternatives by city goals shows that any of the alternatives will add density in both residential and employment use, but that the more feasible alternatives are for more residential on blocks 1 and 2, more commercial on blocks 3 and 4, and more residential on blocks 5 and 6. The projections by the Association of Bay Area Governments indicate the addition by 2020 of approximately 1,300 households, and by 2035 of approximately 3,500 households. ABAG employment projections for Petaluma indicate a demand in 2020 for as much as 890,000 square feet for new employment. Given the current state of the national economy and financing, expected build-out for the sites is likely to be 10 years rather than a shorter five-year timeline. The alternatives shown to be more feasible produce 469 units at the station area and are expected to be phased over a ten-year period. While city projections are useful, housing markets are regional, and the station area will be one of the few places in the region to offer the transit and amenities available to new residents and may capture a better percentage of regional growth than is indicated by projections. The presence of transit will offer a competitive advantage for employment by reducing commute time and cost for anyone with access to the SMART rail service, increasing the value of this area for employers.

Retail feasibility at the site is dependent upon new spending growth by residents of the site and by spending from those within a reasonable drive time, typically five minutes for small retail concentrations. On-site residential (assuming current median income for Petaluma) can support between approximately 9,000 square feet and 12,000 square feet at sales levels sufficient to support new construction rents. There is also existing retail consisting of grocery, restaurants and services, so some of the new space on site will not require new demand, but will replace existing facilities. This will allow support of another 25,000 to 35,000 square feet of retail and services. If a small amount of capture (5% to 10%) of only new spending in five years in the five-minute drive time because of the public amenities offered and the use of transit is posited, another 8,400 to 16,800 square feet may be supportable. This would amount to a capture of only 0.7% to 1.4% of all five-minute drive time spending, and between 0.4% and 0.8% of spending in the ten-minute drive time from the site. Some spending will come from those employed in the station area, but employee spending can be highly variable—employees normally shop for groceries near their homes after work, but often patronize restaurants, cafes, and other small shops including apparel, jewelry and gifts, salons, dry cleaners, etc. Spending by employees on site could contribute demand for between 2,000 and 3,500 square feet of space. In all, a conservative estimate of retail supportable at this site is between approximately 47,000 square feet and 65,000 square feet at project build-out. This is an amount that will add to downtown, but not a full shopping destination that will remove demand from downtown.

3.11 Key Recommendations

Flexibility in Phasing Development

- Allow initial projects of lower development intensity and higher immediate financial feasibility.
- Mixed use is desirable, but it may be that the first retail will be in stand-alone buildings that are not mixed use.
- Allow existing retail buildings to be retained for the time being on the Golden Eagle site with an incremental build-out of new space. Retaining some existing use increases feasibility for the first phase of development and should be allowed.
- Allow all blocks to be phased so that initial investments can be small and higher intensity can be produced when the economy improves.

Flexibility in Mix and Type of Use

- Because markets are likely to change it is necessary for the code to allow maximum market flexibility. Coding for the space desired, but allowing the use to change with the market can accomplish this.
- Retail cannot be supported at every building, but if the current conditions change such that more retail can be supported, the code should be sufficiently flexible to allow that use.
- A concentration of retail is not suggested for the Corona Road station area because of the planned nature of the station as a park and ride and the ability to create sufficient employment or residential density to support a destination that is not auto-oriented.

Physical Design

- The market will not support Type I construction cost and thus the building heights are limited to five or six stories. The highest quality likely to be supported within five years is Type III.
- Structured parking is beyond the capability of current leasing rates and sale prices to support
- It is possible to increase land use intensity with one deck of concrete parking over an asphalt ground floor, reducing the cost of parking compared to a structure but almost doubling parking over surface-only lots.
- The market will not currently support small units for one and two-person households. Increasing unit intensity by producing smaller units to match household demographics is not feasible because of the structure of impact fee charges. To increase the feasibility of a mix and range of units, the method of charging for impacts needs to change from a per unit charge. This is discussed in the Lisa Wise Consulting Affordable and Workforce Housing memo of October 6, and in the memo on incentives by Urban Advisors.
- The proposed perimeter road at the Golden Eagle Site served to diminish feasibility by restricting development area and increasing costs.
- The nature of the Corona Road area lends itself to a less urban physical design that will better match the current market in that area. Attempting to create high-density urban living (as one can do downtown) without the ability to also include the necessary services and amenities will fail to meet the market for this type of development.

Development Intensity

- The feasibility analysis indicates that the maximum intensity at the downtown station area is limited to five stories over a ground floor mixed with much lower intensity town houses and live-work units. The limiting factor is provision of parking and physical site constraints, such as the shapes of parcels and the inability to place parking under structures without incurring costs far beyond the ability of current market support.
- The limitation on density limits the amount of retail that can be placed on site. As such, placement of retail should be performed according to the code to act as a conduit through the site from the station to downtown and act as an addition to downtown rather than as competition. For this reason the code must not specify retail or commercial use for all ground floors.

This page intentionally left blank.

Chapter 4: Housing

This page intentionally left blank.

4.1 Overview

This chapter addresses affordable housing as part of the Petaluma SMART Rail Station Areas Transit-Oriented Development (TOD) Master Plan. The provision of diverse housing opportunities near the Downtown Petaluma and Corona Road SMART stations is essential to the vitality and success of station area development. Transit-oriented residential development will support SMART ridership goals and provide residents with a range of housing unit types and sizes.

This chapter includes background information regarding station area residential density goals established by the Metropolitan Transportation Commission (MTC), a brief summary of housing needs in Petaluma, findings regarding housing development potential within the station areas, recommendations to encourage and facilitate residential development, an analysis of residential development potential, and potential sources to finance affordable and workforce residential development. This chapter also includes the following reference information regarding Housing Element implementation, income categories and housing affordability, demographic and housing trends, Station Area housing potential maps, and references .

MTC Transit-Oriented Development Policy

In 2005, the Metropolitan Transportation Commission (MTC) adopted Resolution 3434, the Transit-Oriented Development Policy for Regional Transit Expansion Projects (TOD Policy). The TOD Policy calls for a minimum threshold of housing units along transit corridors for projects receiving regional funding, including SMART. Stations along the SMART corridor must accommodate an average of 2,200 housing units within a half-mile radius of each station. As discussed in Finding 1 (Section 4.2) and Section 4.3 (Residential Development Potential), it is anticipated that the Downtown station area will greatly exceed the unit threshold, while the Corona Road station area may fall slightly short of the target due to the rural/suburban nature of area and the limitations imposed by the City's Urban Growth Boundary.

The MTC threshold can be met through a combination of existing and planned land uses. Planned land uses must be adopted in the general plan and implemented through the zoning code or a specific plan. New below market-rate housing units are encouraged and counted as a "bonus" in meeting the corridor threshold. Affordable units (affordable to households earning 60 percent or less of area median income for rental units and 100 percent or less of area median income for owner-occupied units) receive a 50 percent bonus, thus counting as 1.5 units for purposes of meeting the threshold.

In addition to the land use policies already established in the General Plan, the Petaluma TOD Master Plan is an essential tool in ensuring that planned land uses within the station areas exceed the TOD Policy targets, and in so doing, establish a framework for vibrant, mixed-use, mixed-income transit villages. (See Section 4.3 below for more analysis on residential development potential.)

Housing Characteristics and Demand

As noted in the Housing Element, Petaluma has a growing need for affordable housing units, particularly to accommodate families with children and senior citizens. Seniors represent the fastest growing age group in Petaluma, and while the City has made significant progress in providing affordable senior units over the past several years, however, demand persists and is expected to grow.

The limited availability of housing is reflected in the low vacancy rate. As of 2010, even in a soft real estate market, Petaluma had a citywide vacancy rate of only four percent. While the rate is up slightly from the two percent vacancy rate in 2000, it is below the five to six percent typically regarded as a healthy housing market and indicates need for additional housing supply.

Most of the existing housing stock is single-family detached units. According to Department of Finance estimates, over 75 percent of Petaluma housing units were single-family homes, as of 2010. A greater range of unit types including apartments, townhomes, and live/work units may be appropriate to serve first-time homebuyers, young professionals, seniors, and families.

The Housing Element includes policies and programs to address identified housing needs, a number of which can be implemented though strategies in the TOD Master Plan. Refer to Section 4.2 (Findings and Recommendation) for recommended actions to address housing need within the station areas, Section 4.5 (Housing Element Implementation) for a summary of relevant Housing Element policies and programs, and Section 4.7 (Demographic and Housing Trends) for several tables summarizing demographic and housing trends in Petaluma.

4.2 Findings and Recommendations

The following findings and recommendations highlight areas of specific concern for housing development within the station areas and are based on information gathered through stakeholder interviews held in March 2011, a three-day workshop held in May 2011, Citizens Advisory Committee Meetings, Technical Advisory Committee Meetings, and discussions with City Staff.

Findings

1. On average, existing and planned units exceed the MTC housing unit threshold.

Existing and planned housing development greatly exceeds the minimum MTC threshold of 2,200 housing units within the Downtown station area, and falls slightly short of the threshold within the Corona Road station area. The Downtown station area currently contains and is zoned to allow medium and high density residential uses which complement the Downtown urban environment. While the Corona Road station area includes a range of zoning and allows for higher density housing on appropriate sites, the area has a rural/suburban character and is not conducive to the intensity of use planned for the Downtown station area. The Corona Road station area is further limited by the City's Urban Growth Boundary, which eliminates development potential on a significant portion of the area. When considered together, the Petaluma SMART station areas, exceed the minimum MTC housing unit threshold for two stations. While the Corona Road station may fall slightly below the threshold, developing the station provides greater opportunities for park-and-ride and reduces the need for more parking near the Downtown station.

2. Development should not expand beyond the Urban Growth Boundary (UGB) in the near-term.

In keeping with Policy 1.1 (see Table 4.5.A in Section 4.5 for policy language) of the Housing Element, the City should not pursue residential development opportunities in Sonoma County outside of the UGB in the Corona Road station area in the near term. While the City may make the findings that expansion into Sonoma County is allowable under Exception III (Transit-Oriented Development) of Policy 1-P-32 of the General Plan, this strategy should be pursued only when existing land resources for residential development have been exhausted.

Recommendations

1. Enforce the on-site inclusionary housing unit requirement within the station areas.

Implement Policy 4.2 and Program 4.4 of the City of Petaluma Housing Element (see Table 4.5.A for policy and program language) to require that residential developments of five or more units within the SMART station areas provide 15 percent of units at a rate that is affordable to lower income households on-site (note that income category definitions and affordable home prices and rental rates are included in Section 4.6). The inclusion of affordable units within market rate developments will result in diverse housing opportunities for households with a wide range of incomes and housing needs within the station areas.

A preliminary feasibility analysis of the proposed development program for the Downtown station area (described in detail in Section 4.2) indicates that the inclusion of on-site affordable units is potentially financially feasible, subject to the specific structure of the development scenario and costs. To improve feasibility, the City should consider implementing this recommendation in conjunction with Recommendations 2 and 3 to ensure that the burden of providing affordable units does not severely reduce the financial feasibility of completing residential development projects.

The City will monitor affordable units developed as part of a market-rate project. The system will require ongoing maintenance and attention from City Staff or via a contractual agreement with a non-profit agency with affordable housing property management expertise.

2. Provide incentives for residential development.

In keeping with Program 2.2 of the Housing Element (see Table 4.5.A for program language), the City should consider reducing fees, relaxing some development standards, such as parking requirements, and/or creating an affordable housing overlay to encourage residential development within the station areas. In compliance with the requirements of AB 3005 (Government Code Section 66005.1) and Policy 5-P-2 of the General Plan, reduce traffic impact fees for housing units developed within the Downtown station area to reflect the lower rate of automobile trip generation associated with transit-oriented development. Station area housing incentives should be included in the Central Petaluma Specific Plan SmartCode and in the Implementing Zoning Ordinance to the extent feasible to ensure more consistent implementation and certainty for developers.

3. Prioritize Affordable Housing Subsidies.

The City should prioritize local funds, including monies from the In-Lieu Fee Fund, Commercial Linkage Fee Fund, and Low/Moderate Income Housing Fund to subsidize residential development projects located within the station areas (see Section 4.4, for a description of the funds). These funds, often used to offset land acquisition, pre-development, and on- and off-site improvements, could greatly improve the financial feasibility of station area residential projects and serve as an effective incentive to encourage development near transit stations.

4. Provide a range of housing unit types and sizes.

Implement Policy 2.1 and Program 2.1 of the Housing Element (see Table 4.5.A for policy and program language) to plan for a variety of housing types including apartments, townhomes, and live/work units. The proposed program for the Golden Eagle, Haystack, and SMART catalyst sites calls for a mix of these housing types in a variety of sizes. Land use and zone designations in both station areas should continue to allow for single-family homes, mobile homes, mixed-use development, and apartments and condominiums at a range of densities. However, densities should be maintained at a level that ensures compliance with MTC minimum housing unit thresholds. Refer to Section 4.3 for a discussion of residential zone classifications within the station areas.

5. Preserve existing residential units.

In keeping with Policy 5.1 of the Housing Element (see Table 4.5.A in Section 4.5 for policy language) and Policy 1-P-3 of the General Plan (Land Use Element), preserve the scale, character, and affordability of established residential neighborhoods within the station areas. The Downtown station area includes two primarily residential Historic Districts, newer residential developments in the Theatre District, as well as numerous other distinctive residential communities. The Corona Road station area includes established single-family subdivisions, rural estates, and mobile home communities. To the extent possible, existing residential units should be preserved and enhanced. New development should complement the form and style of existing homes.

6. Pursue financing for residential development projects.

The City should continue to work closely with the development community, particularly affordable housing developers to pursue and leverage project financing (see Section 4.4 for a description of potential financing sources). Staff should collaborate with developers and provide advice, contacts, and data to improve and expedite financing applications.

4.3 Residential Development Potential

According to the 2010 U.S. Census, there were 1,857 housing units within the Downtown station area and 1,155 housing units within the Corona Road station area. The Downtown station area features a wide range of housing types including multi-family apartments, live/work condominium units, and historic single-family residences. The Corona Road station area includes primarily suburban single-family homes and mobile homes. As detailed in the Downtown Station Area Catalyst Sites Development Program and Vacant and Underutilized Sites sub-sections below, there is potential for infill housing development in both station areas.

The Downtown station area could potentially accommodate over 1,500 additional units on station area catalyst sites (see Table 4.3.B below) and vacant and underutilized sites as identified in the Housing Element (see Table 4.3.C below). The additional units could result in a total of over 3,500 units within a half-mile of the Downtown station area. Assuming that 15 percent of the over 1,500 additional units meet the MTC affordability requirement, over 200 of the new units would be affordable, which is equivalent to approximately 350 units in keeping with the MTC affordable unit "bonus" policy. Thus, the Downtown station area planned unit capacity greatly exceeds the MTC threshold (refer to Section 4.1 for a discussion of the threshold requirements). Refer to Table 4.3.A for a detailed analysis of unit potential.

Vacant and underutilized sites within the Corona Road station area could accommodate approximately 487 new units. Assuming that 15 percent of the new units were affordable in keeping with Recommendation 1, the station area could accommodate approximately 73 affordable units, equivalent to 109 units under the MTC affordable unit "bonus" policy. The applicable new unit equivalent would be 481 units. When added to the existing units, the Corona Road station area could accommodate a total of 1,636 units, slightly short of the MTC average threshold.

Table 4.3.A: Summary of Residential Development Potential

	Downtown Station Area[4]	Corona Road Station Area
Existing Units	1,857	1,155
Planned Units		
Downtown Station Area Catalyst Sites Program	547 - 699	n/a
Vacant and Underutilized Sites Potential	897	487
Planned Units Subtotal	1,444 – 1,596	487
Market Rate Units	1,227 – 1,357	414
Affordable Units (15%)[1, 2]	217 - 239	73
MTC Affordable Unit Equivalent	326 - 359	109
TOTAL APPLICABLE UNITS[3]	3,410 – 3,573	1,678

Source: U.S. Census, 2010; Opticos Design, Inc., September 2011; City of Petaluma Housing Element

[1] Based on the City's Inclusionary Housing Program (see Recommendation 1)

[2] Affordable units receive a 50% bonus, according to MTC's TOD Policy

[3] Total applicable units is calculated by adding existing units, market rate units, and MTC affordable unit equivalent.

[4] The Downtown station area includes a range of potential units based on two development scenarios, which are further described in Table 4.3.B.

Downtown Station Area Catalyst Sites Development Program

The proposed program for the three major catalyst sites (Golden Eagle, Haystack, and the SMART property) adjacent to the Downtown station area includes a mix of open space, commercial space, parking, and residential units. As shown in Table 4.3.B, the program anticipates between 547 and 699 residential units on these sites, to be completed in two phases. Units would be a mix of apartments, townhomes, and live/work units. Refer to Figure 4.8.A in Section 4.8 for a map showing the catalyst sites within the Downtown station area.

Table 4.3.B: Downtown Station Area Catalyst Sites Development Program

Site Name	Block Number	Phase	Residential Units	Townhouse Units	Live/Work Units	Total Potential Units[1]	Affordable Units [1,2]
Golden Eagle	1	I	0	0	5	5	1
		II	154 - 108	0	15	69 - 123	10 - 18
	2	I	35 - 70	0	7	42 - 77	6 - 12
		II	35 - 70	0	7	42 - 77	6 - 12
SUBTOTAL			**124 - 248**	**0**	**34**	**158 - 282**	**23 - 43**
Haystack	3	I	13 - 27	12	15	40 - 54	6 - 8
		II	13 - 27	12	15	40 - 54	6 - 8
	4	I	0	5	11	16	2
		II	34	11	14	59	9
SUBTOTAL			**60 - 88**	**40**	**55**	**155 - 183**	**23 - 27**
SMART	5	I	25	6	0	31	5
		II	86	10	0	96	14
	6	I	25	6	0	31	5
		II	59	10	7	76	11
SUBTOTAL			**195**	**32**	**7**	**234**	**35**
TOTAL			379 - 531	72	96	547 - 699	81 - 105

Source: Opticos Design, Inc., September 2011

[1] Where there is a range of units shown, the smaller number represents a development scenario in which upper floors include a mix of residential and commercial uses (50% each) and the larger numbers represents a development scenario in which upper floors are exclusively residential. Note that the development scenarios include flexible space that will allow uses to respond to market demand. Thus there is capacity for residential units beyond the scenario outlined here if flexible space is used for housing units.

[2] Affordable units are calculated based on the minimum 15% affordable units as required by the City's Inclusionary Housing Program.

Vacant and Underutilized Sites

The Housing Element identifies vacant and underutilized sites that may be appropriate for housing development. Table 4.3.C lists sites that are located within the Downtown or Corona Road station areas.

Figures 4.8.A and 4.8.B in Section 4.8 provide maps of opportunity sites within the Downtown and Corona Road, respectively.

Table 4.3.C: Housing Element Opportunity Sites for the Downtown and Corona Road Station Areas

Zone	APN	Name	Unit Capacity	Vacant/Existing Land Use	General Plan Land Use
Downtown Specific Plan Area					
R3	007041006	Clover Landing	29	Vacant	Diverse LDR
R4	006051065	Cedar Grove Subdivision	31	Residential	MDR
	006051079	Cedar Grove Subdivision	32	Vacant	MDR
MU2	007163002	Old Silk Mill[1]	30	Vacant Historic Structure	Mixed-Use
T5	006163005	Water Street North	107	Light industrial	Mixed-Use
	006163025	Water Street North	*	Vacant	Mixed-Use
	006163051	Water Street North	*	Vacant	Mixed-Use
	006163053	Water Street North	*	Vacant	Mixed-Use
	006163037	North River Landing	195	Commercial	Mixed-Use
	006163040	North River Landing	*	Commercial	Mixed-Use
	006163041	North River Landing	*	Commercial	Mixed-Use
	006163044	North River Landing	*	Commercial	Mixed-Use
	007153001	Lind Property 300 East D St.	8	Light industrial	Mixed-Use
	007153002	Menary Property 310 East D St.	8	Vacant	Mixed-Use
	007700005	Lind Property	57	Vacant	Mixed-Use
T5/T6	136010025	Riverfront LLC	350	Vacant	Mixed-Use
T6	007121020	De Carli Property (101 E Washington St.)	50	Vacant	Mixed-Use
Total			897		
Corona Road Station Area					
R4 & R5	137061040	Brody Ranch	300	Light industrial & residential	MHDR
R5	137061022	The Birches	22	Vacant	MDR
MU1B	048080036	Drew Property	75	Light industrial & residential	Mixed-Use
PUD	137170037	Petaluma Ecumenical Properties (North McDowell)	30	Vacant	HDR
	137061023	Petaluma Ecumenical Properties (North McDowell)	20	Vacant	HDR
CNTY	137061009	Corona Road	40	Vacant	VLDR & LDR
	137061011	Corona Road	*	Vacant	VLDR & LDR
Total			487		

Source: City of Petaluma Housing Element

[1] As of this writing, an adaptive reuse project including a hotel and restaurant has been proposed for this site.

Corona Road Station Urban Growth Boundary Expansion Potential

A significant section of the Corona Road station area to the northeast of Corona Road and the rail tracks is located in Sonoma County, outside of City limits and the City's Urban Growth Boundary (UGB). The UGB ballot measure is effective through 2025. The area is identified in the City's General Plan as a possible UGB expansion area and could be annexed if the City were able to make the findings described in Policy 1-P-30 or under the exceptions described in Policy 1-P-32. Refer to page 1-9 (Corona Road Station Area) for a map showing the UGB expansion area and the Corona road station area. Exceptions I (Affordable Housing) and III (Transit-Oriented or Industrial Development) may be applicable to the Corona Road station area. As stated in Chapter 1 Land Use, Growth Management, & the Built Environment of the General Plan, the required findings to allow development under the Exceptions I and III are as follows:

Exception I, Affordable Housing (limited to five acres per year):

- The land is immediately adjacent to existing comparably developed areas and the applicant for the redesignation has provided sufficient evidence that the Fire Department, Police Department, Department of Public Works, the Community Development Department, Parks and Recreation Department, the School District(s), and other relevant City departments and public agencies have adequate capacity to accommodate the proposed development and provide it with adequate public services; and
- The proposed development will consist of at least 25 percent moderate-income housing and at least 25 percent low- and very low-income housing (note that income category definitions and affordable prices and rental rates for income categories are detailed in Section 4.6); and
- There is no existing residentially designated land available within the UGB to accommodate the proposed development; and
- It is not reasonably feasible to accommodate the proposed development by redesignating lands within the UGB for very low- and low-income housing; and
- The proposed development is necessary to comply with State law requirements for provision of low- and very low-income housing; and
- The proposed development meets the intent of General Plan policies relative to density feathering.

Exception III, Transit-Oriented Development (for residential development purposes):

- The lands to be included within the UGB will be used for transit-oriented residential and local-serving commercial development within 1,500 feet of a rail transit station; and the Fire Department, Police Department, Department of Public Works, Community Development Department, Parks and Recreation Department, School District(s), and other relevant City departments and public agencies have adequate capacity to accommodate the proposed development and provide it with adequate public services.

The City is unlikely to make the findings to allow development in the area under Exception I, as there is adequate land to meet State housing requirements within the UGB. The City may, however, make the finding to allow residential development under Exception III. This strategy should be pursued with caution, as it is not in keeping with General Plan goals and existing land resources should be developed first.

Residential Zoning and Land Use Designations

As shown in Table 4.3.D, the station areas include zoning districts and land use designations that allow residential development at a range of densities from 2.6 units per acre in Low Density Residential areas up to 60 units per acre in the Downtown core. Zoning districts provide for a range of housing types including single-family dwellings, dwelling groups, multi-family, live/work, residential in mixed-use buildings, mobile homes, and second units. As noted in Recommendation 4, station area land use regulations should continue to provide for a diverse housing stock to meet the needs of a wide variety of Petaluma households.

Table 4.3.D: Station Area Residential Zoning Districts

Zone	GP Land Use Designation	Residential Density	Housing Types	Station Area	
				Downtown	Corona Road
Commercial 1	Neighborhood Commercial	Not specified	Residential above ground floor commercial	X	
Commercial 2	Community Commercial	Not specified	Residential above ground floor commercial		X
Mixed-Use 1A	Mixed-Use	Max FAR of 2.5, max of 30 units/acre	Multi-family, live/work, and residential in mixed-use building	X	
Mixed-Use 1B	Mixed-Use	Max FAR of 2.5, max of 30 units/acre	Live/work and residential in mixed-use building		X
Mixed-Use 2	Mixed-Use	Max FAR 2.5, max of 30 units/acre	Live/work and residential in mixed-use building	X	
Mobile Home	Mobile Home	8 – 18 units/acre	Mobile or manufactured homes		X
Residential 2	Low Density Residential	2.6 – 8.0 units/acre	Dwelling group, Single-family, and second unit	X	
Residential 3	Diverse Low Density Residential	6.1 – 12.0 units/acre	Multi-family, dwelling group, single-family, and second unit	X	
Residential 5	High Density Residential	18.1 – 30.0 units/acre	Multi-family and single-family	X	X
T-4 (urban general)	Mixed-Use	Up to 60 units/acre	Live/work, multi-family, residential in mixed-use building, and single-family	X	
T-5 (urban center)	Mixed-Use	Up to 60 units/acre	Live/work, multi-family, residential in mixed-use building, and single-family	X	
T-6 (urban core)	Mixed-Use	Up to 60 units/acre	Live/work and residential in mixed-use building	X	

Source: City of Petaluma General Plan, Housing Element, and Implementing Zoning Ordinance

4.4 Affordable and Workforce Housing Financing

A number of financing sources are available to support affordable and workforce housing development within the station areas. The City of Petaluma has a mature housing program and a documented history of success in leveraging financial resources, such as redevelopment set-aside funds to facilitate affordable unit development. Table 4.4.A provides a summary of sources including eligible activities and contact information. This section includes a description of each source and potential applicability within the station areas.

Table 4.4.A: Affordable Housing Funding Sources

Funding Source	Type	Eligible Activities	Contact
Bay Area Transit Oriented Development Affordable Housing Fund (TOAH) (managed by Low Income Investment Fund)	Loan	Site acquisition, pre-development, construction, and mini-permanent financing as well as leveraged loans for New Markets Tax Credit transactions. (available only for the Downtown station area)	Brian Prater Managing Director, Western Region Low Income Investment Fund 100 Pine Street, Suite 1800 San Francisco, CA 94111 415.489.6157 email: bprater@liifund.org Website: bayareatod.com
Petaluma Commercial Linkage Fees	Subsidy	Site acquisition, pre-development costs, construction, and rehabilitation. Funds may be used for rental or owner-occupied units.	Bonne Gaebler Housing Administrator City of Petaluma 27 Howard Street Petaluma, CA 94952 707.778.4555
Petaluma In-Lieu Housing Fund	Subsidy	Site acquisition, pre-development costs, on- and off-site improvements, and housing related programs.	Bonne Gaebler Housing Administrator City of Petaluma 27 Howard Street Petaluma, CA 94952 707.778.4555
California HOME Investment Partnership Act	Grant	Site acquisition, construction, and rehabilitation.	Website: www.hud.gov/offices/cpd/affordablehousing/programs/home/
Community Development Block Grant (CDBG)	Grant	Site acquisition, demolition, rehabilitation, relocation of tenants, construction of public facilities and improvements, and housing related programs.	Website: www.hud.gov/offices/cpd/communitydevelopment/programs/index.cfm
Low Income Housing Tax Credits (LIHTC)	Subsidy	Construction or rehabilitation, public facilities and improvements, and impact fees (rental housing only).	Website: www.treasurer.ca.gov/ctcac/tax.asp

Bay Area Transit-Oriented Development Affordable Housing Fund (TOAH)

The Bay Area Transit-Oriented Affordable Housing Fund (TOAH) is a $50 million fund established in early 2011 to provide financing for the development of affordable housing and other community services near transit lines in the Bay Area. TOAH is managed by the Low Income Investment Fund, based in San Francisco.

To qualify for funding, projects must be located within an established Priority Development Area (PDA), as established through a program (FOCUS) led by ABAG and MTC. In Petaluma, this includes only projects located in the Downtown station area. The PDA boundary is roughly Petaluma Boulevard to the south and west, Highway 101 to the east, and Lakeville Street to the north, however, the northern area extends northeast to Vallejo Street between Madison Street and Jefferson Street. Project sites must be within a half-mile of transit services, including SMART rail bus rapid transit.

Borrowers can be nonprofit or for-profit organizations, government agencies, and/or joint ventures. Funding products include predevelopment loans, acquisition loans, construction bridge loans, construction-to-mini-permanent loans, and leveraged loans.

Petaluma Commercial Linkage Fee Fund

The City implemented a commercial linkage fee program in 2005 (Ordinance No. 2171 N.C.S.). The City collects a fee based on square footage for all commercial, retail, and industrial building construction and expansion. The fee is collected in a fund that is used to support affordable housing development, typically site acquisition and predevelopment costs. As of May 2011, the fund had a balance of approximately $300,000.

Petaluma In-Lieu Housing Fund

The In-Lieu Housing Fund is generated by fees from residential developers who choose to make a payment to the City rather than provide on-site housing units under the City's inclusionary housing program. The fund is used to support affordable housing development, typically through subsidies for land acquisition, pre-development costs, on- and off-site improvements, and housing related programs. As of May 2011, the fund had a balance of approximately $1.6 million (however, much of this is already allocated).

California HOME Investment Partnership Act

As noted in the Housing Element, the California HOME Investment Partnership Act is a formula-based block grant program similar to CDBG. Petaluma has successfully utilized funds ranging from $800,000 to nearly $4,000,000 to subsidize site acquisition and construction costs for seven apartment developments.

Community Development Block Grant (CDBG)

As noted in the Housing Element, the Community Development Block Grant (CDBG) Program is a "pass-through" program that allows local governments to use federal funds to assist with housing needs. Petaluma has used CDBG funds for housing rehabilitation, senior meals, and other housing related programs. The City's CDBG allocation is typically $325,000 to $375,000 per year.

Low Income Housing Tax Credits (LIHTC)

The Low Income Housing Tax Credits (LIHTC) program is an indirect federal subsidy used to finance the development or rehabilitation of affordable rental housing. LIHTC funds have been awarded to 10 Petaluma affordable housing developments (including Vallejo Street Apartments I and II, Corona Ranch, Washington Creek Apartments, Caulfield Lane Apartments, Downtown River Apartments, and Casa Grande Senior Apartments). Tax credits are allocated through a competitive application process managed by the State. To qualify, developments must provide a minimum of 20 percent of units at a rate affordable to very low-income households or 40 percent of units at a rate affordable to low-income households. Successful applications typically include additional subsidies such as local government contributions, density bonuses or other concessions, or other grant funding.

4.5 Housing Element Implementation

The City of Petaluma 2009-2014 Housing Element outlines policies and programs to promote affordable housing opportunities for City residents, a number of which can be addressed and implemented through the TOD Master Plan project. Table A1 outlines relevant policies and programs. To the extent appropriate, the policies and programs are expanded on in Section 4.2 (Findings and Recommendations).

Table 4.5.A: Relevant Housing Element Policies and Programs

Housing Element Policy or Program Number	Policy or Program Language
Policy 1.1	Promote residential development within the Urban Growth Boundary.
Program 1.2	Utilize the Central Petaluma Specific Plan to facilitate the development of vacant and underutilized land at the heart of the City. A key objective of the Specific Plan is to establish a significant component of new housing near the downtown and transit center. (Potential units: up to 1,617 new multi-family units)
Program 1.3	Allow more flexibility in parking requirements for mixed-use developments in order to promote the development of residential uses along mixed-use corridors.
Policy 2.1	Encourage a mix of housing design types.
Program 2.1	Provide developers with an inventory of sites with a wide range of densities that allow a variety of product types.
Program 2.2	Utilize the Central Petaluma Specific Plan to facilitate the development of rental and live/work units in the downtown, e.g., high density housing, relaxed parking requirements, requiring of on-site inclusionary units. (Potential units: 500 extremely low to moderate-income units)
Policy 4.2	Assign a share of the responsibility for providing affordable housing to the developers of market-rate housing and non-residential projects.
Program 4.4	Continue to require residential projects of five or more units to contribute to the provision of below market rate housing in one of the following ways: a. Within a half-mile radius of the planned SMART stations, the developer shall provide at least 15 percent of the units in a rental housing project at rents affordable to very low- and low-income households and 15 percent of the units in for-sale projects at prices affordable to low- and moderate-income households for a minimum period of 30 years. b. Dedicate a portion of the project site or property elsewhere in the City or a non-profit organization for use as a site for affordable housing. This option is allowed only if the City or a non-profit agency has a pending project. c. When the project is non-transit oriented, the developer can make an in-lieu payment to the City's housing fund. d. Use alternative methods to meet the intent of the inclusionary requirement, subject to approval by the City Council.
Policy 5.1	Preserve the affordability of the City's existing affordable housing stock.
Policy 6.6	Promote the construction of rental units for larger families.
Program 10.2	Continue to require the planting of street and parking lot trees as part of residential projects to provide cooling during the summer months.

4.6 Income Categories & Housing Affordability

Income Categories

To estimate and plan for the supply of affordable housing, the State of California Department of Housing and Community Development (HCD) defines five income groups based on a percentage of the county median family income (MFI). For 2011, the MFI for Sonoma County was $81,500 for a family of four. The income groups are listed and defined in Table 4.6.A.

Housing Affordability

Table 4.6.B shows the maximum annual income limits for households in the very low-, low-, and moderate-income categories based on MFI for Sonoma County and household size. It also shows the maximum affordable mortgage and monthly rental payment based on the standard of allocating no more than 30 percent of monthly household income (as established but the U.S. Department of Housing and Urban Development) to housing costs (including taxes, utilities, and insurance).

Table 4.6.A: Income Categories

Income Category	% Of Median Family Income (MFI)
Extremely Low-Income	30% or less of MFI
Very Low-Income	31% to 50% of MFI
Low-Income	51% to 80% of MFI
Moderate Income	81% to 120% of MFI
Above Moderate-Income	Greater than 120% of MFI

Source: California Department of Housing and Community Development (HCD)

Table 4.6.B: Housing Affordability

		HCD Income Limits		Monthly Housing Costs		Maximum Affordable Price	
Income Group		Max. Annual Income	Affordable Total Monthly Payment	Utilities[1]	Taxes and Insurance (For Home-Owners)[2]	Total Mortgage[3]	Monthly Rent[4]
Very Low	1 Person	$28,550	$714	$75	$137	$93,560	$639
	2 Person	$32,600	$815	$100	$152	$104,854	$715
	3 Person	$36,700	$918	$125	$168	$116,388	$793
	4 Person	$40,750	$1,019	$150	$183	$127,689	$869
Low	1 Person	$44,950	$1,124	$75	$231	$152,384	$1,049
	2 Person	$51,400	$1,285	$100	$260	$172,337	$1,185
	3 Person	$57,800	$1,445	$125	$289	$192,058	$1,320
	4 Person	$64,200	$1,605	$150	$318	$211,841	$1,455
Moderate	1 Person	$68,450	$1,711	$75	$356	$238,536	$1,636
	2 Person	$78,250	$1,956	$100	$403	$270,746	$1,856
	3 Person	$88,000	$2,200	$125	$450	$302,785	$2,075
	4 Person	$97,800	$2,445	$150	$497	$334,995	$2,295

Source: HCD Income Limits, 2011; Lisa Wise Consulting, Inc., 2011

[1] Utility costs assumed at $75 per month for a one-person household and an additional $25 for each additional person.

[2] Property taxes and insurance are based on averages for the region.

[3] Total affordable mortgage based on an annual five percent interest rate, 30-year mortgage, and monthly payment equal to 30 percent of income (after taxes, utilities, and insurance).

[4] Affordable monthly rent based on 30 percent of income less estimated utilities costs.

4.7 Demographic and Housing Trends

This Section provides tables highlighting demographic and housing trends in the City of Petaluma. For additional information regarding demographics, housing trends, and community characteristics, refer to the Chapter 3 (Market Demand Analysis) of this document and Chapter 3 (Needs Assessment) of the Petaluma Housing Element.

Table 4.7.A: Gender Makeup

	2000		2009 Estimates		
	Number	Percent	Number	Percent	Percent Change
Female	27,873	51%	27,124	50%	-3%
Male	26,665	49%	27,283	50%	2%
TOTAL	**54,538**	**100%**	**54,407**	**100%**	**--**

Source: U.S. Census 2000 SF3, P8; 2005-2009 American Community Survey 5-Year Estimates, B01001.

Table 4.7.B Age Trends

	2000		2009 Estimates		
	Number	Percent	Number	Percent	Percent Change
Under 20	15,335	28%	14,091	26%	-8%
20 to 39 Years	14,590	27%	13,469	25%	-8%
40 to 59 Years	16,871	31%	17,499	32%	4%
60 to 79 Years	5,868	11%	7,663	14%	31%
80 Years and over	1,874	3%	1,685	3%	-10%
TOTAL POPULATION	**54,538**	**100%**	**54,407**	**100%**	**0%**

Source: U.S. Census 2000 SF3, P8; 2005-2009 American Community Survey 5-Year Estimates, B01001.

Table 4.7.C: Housing Stock

		2000		2010 Estimates		
		Number of Units	Percent of Units in City*	Number of Units	Percent of Units in City	Percent Change
Single Family Units	Detached	14,760	76%	15,747	71%	7%
	Attached	1,655	9%	1,702	8%	3%
Multifamily Units	2 to 4 Units	1,201	6%	1,368	6%	14%
	5+ Units	1,791	9%	2,399	11%	34%
Total		**19,407**	**100%**	**22,147**	**100%**	**14%**

Source: U.S. Census 2000 SF3, H30; California Department of Finance, Table 2: E-5 City/County Population and Housing Estimates, 1/1/2010.

*Excludes mobile homes (933 mobile homes in 2000; not included in DOF Estimates)

Average Household Size: 2.6 (no change 2000 to 2010)

Table 4.7.D: Housing Tenure

	2000		2009 Estimates		
	Number	Percent	Number	Percent	Percent Change
Owner occupied	13,994	70%	14,131	69%	1%
Renter occupied	5,971	30%	6,444	31%	8%
TOTAL	**19,965**	**100%**	**20,575**	**100%**	**3%**

Source: U.S. Census 2000 SF3, H7; 2005-2009 American Community Survey 5-Year Estimates, B25003.

4.8 Station Area Housing Potential Maps

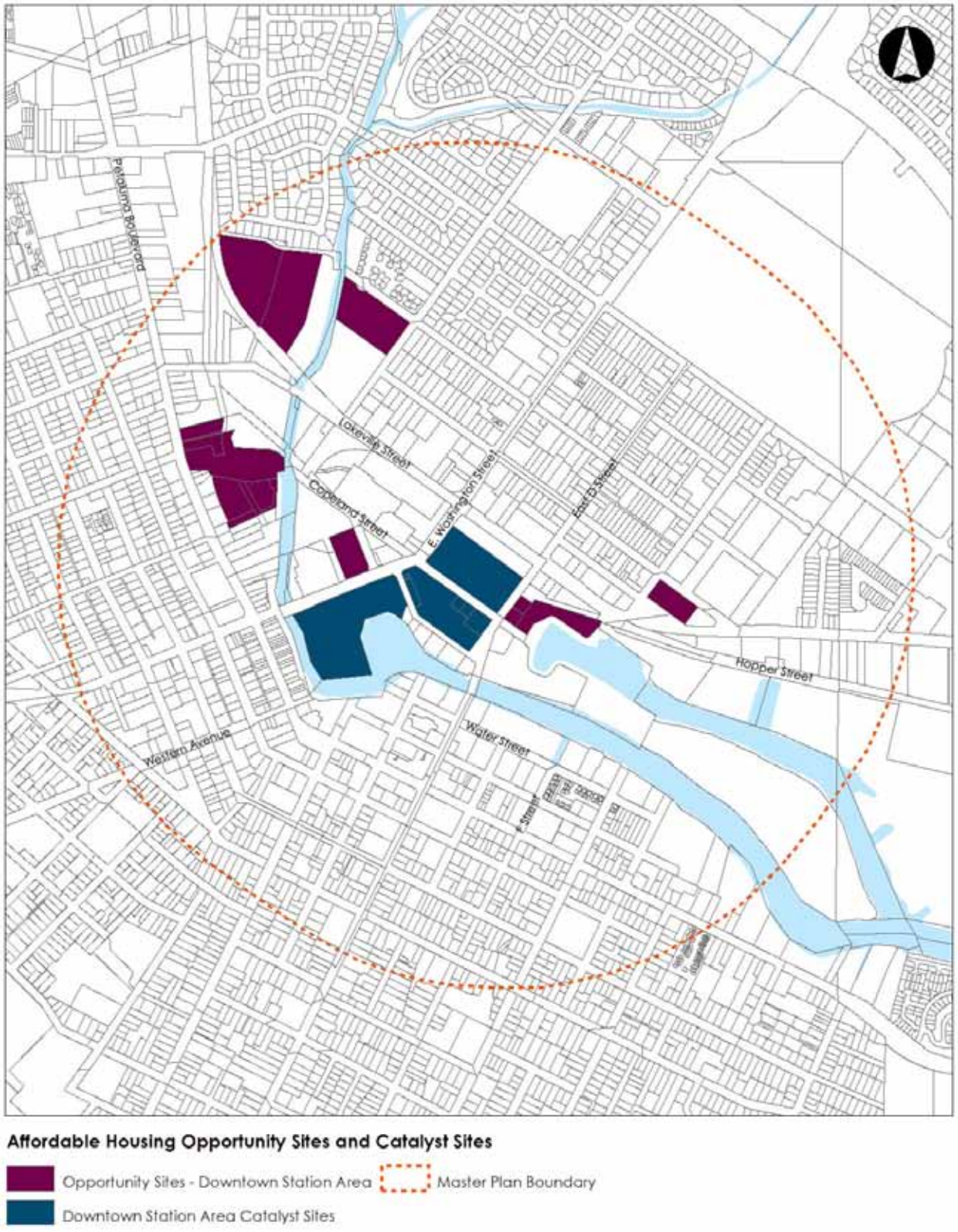


Figure 4.8.A: Catalyst Sites and Vacant and Underutilized Sites within the Downtown Station Area

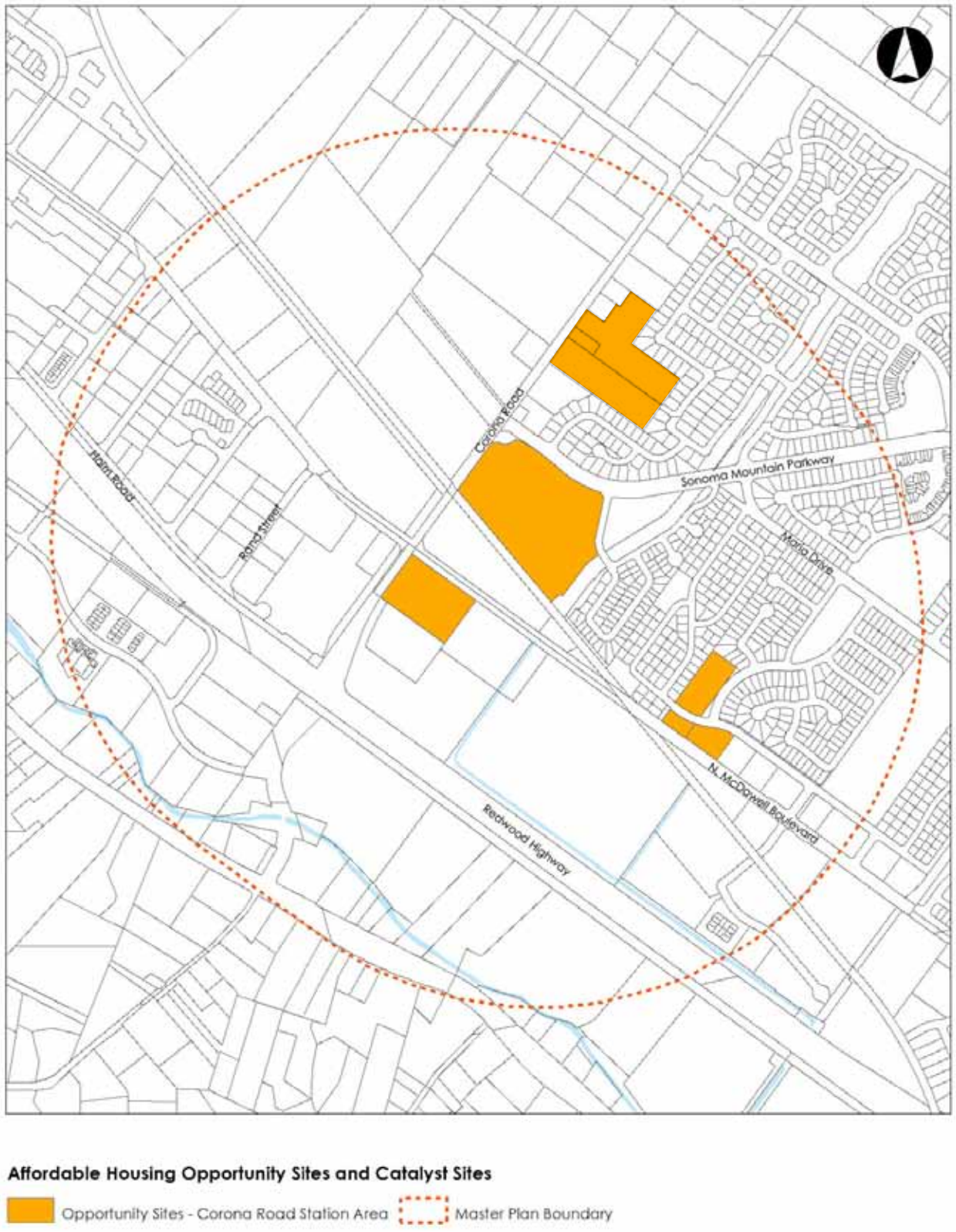


Figure 4.8.B: Vacant and Underutilized Sites within the Corona Road Station Area

4.9 References

California Department of Housing and Community Development, Official State Income Limits for 2011.

City of Petaluma, Central Petaluma Specific Plan, June 2, 2003.

City of Petaluma, General Plan 2025, May 2008.

City of Petaluma, 2009-2014 Housing Element (Chapter 11 of the Petaluma General Plan), June 2009.

City of Petaluma, Implementing Zoning Ordinance, June 2008.

Metropolitan Transportation Commission, Resolution 3434 Transit-Oriented Development Policy for Regional Transit Expansion Projects, Adopted July 25, 2005.

U.S. Census, SF1, 2010, retrieved online from: factfinder2.census.gov/main.html.

U.S. Census, SF1 and SF3, 2000, retrieved online from: factfinder2.census.gov/main.html.

Chapter 5: Access, Connectivity, and Parking

This page intentionally left blank.

5.1 Overview

This chapter describes recommended access, connectivity, and parking improvements in the area within a half-mile radius of the planned Corona Road and Downtown Petaluma SMART Stations. After summarizing and updating relevant findings and analysis provided the analysis report. This chapter provides:

- A description of our multimodal approach and principles for planning and prioritizing projects, programs, and use of public rights-of-way.
- An overview of planned access & connectivity improvements within the Downtown Petaluma and Corona Road Station Areas, including:
  - New sidewalks and pedestrian facilities,
  - New multi-use pathways (MUP), including the planned SMART MUP
  - New on-street bike lanes
  - New Neighborhood Greenways
  - Multimodal bridge improvements
- Recommended enhancements for Petaluma Transit and shuttle service to and within each station area.
- 'Complete streets' and universal design standards.
- A detailed description of and plan for multimodal access to the Downtown Petaluma Station Area and circulation within the adjacent parcels planned for Transit-Oriented Development (TOD).
- Anticipated parking demand for:
  - commuter parking (station-generated demand)
  - residential parking (TOD generated demand)
  - employment/commercial parking (TOD generated demand)
- Potential for shared parking and priced parking;
- Feasibility of establishing parking maximum ratios and abolishing minimum parking ratios.
- potential TOD Parking Policies for these station areas, including strategies to reduce parking demand and promote alternative means of station access. This includes recommendations for:
  - TOD parking ratios for residential and commercial projects
  - The share of parking to be built at surface and in structures in each phase of development.

5.2 Planning Principles

Nelson\Nygaard has taken a comprehensive, multimodal approach to planning access and connectivity improvements in the Corona Road and Downtown Petaluma SMART Station Areas. The specific transportation projects and programs recommended and prioritized in this memorandum were planned to be consistent with adopted City goals and objectives, including the City's vision (reflected in the Central Petaluma Specific Plan and the General Plan) of the SMART stations as catalysts for the development of vibrant, walkable, mixed-use, transit-oriented neighborhoods. The recommendation and prioritization of projects in this plan reflects the planning team's focus on the following key principles:

1. Access and Mobility

Never an end; transportation projects and services are a means of achieving access to people, places, goods and services, or providing mobility for people and goods. In each station area, the central focus of planning is on providing safe and efficient multimodal access to the SMART Station Platform from areas within and outside of the one-half mile station area.

2. Complete Streets

All streets and roadways within each station area are planned as complete streets that are designed and operated to safely accommodate all users, including public transportation vehicles and riders, drivers, bicyclists, wheelchair users, and pedestrians of all ages and abilities. Complete streets design and performance standards are detailed further below.

3. Universal Design

A key element of complete streets and places is Universal Design. This type of design includes people with special needs, such as those with mobility and visual impairments, and more vulnerable users such as older adults and children. Universal Design goes beyond accessible design by promoting approaches and solutions, such as Urban Braille, a tactile system that provides visually impaired users with information to allow them to navigate through public spaces as easily as the rest of the population. Legible signage and wayfinding systems are other essential component of Universal Design.

4. Streets as Places

Consistent with the focus on access, the project team has put a strong emphasis on the value of streets and public rights-of-way within each station area as public places (in addition to their value as travel ways), and as the 'front door' to existing communities and the new transit-oriented land-uses planned for each station area. This principle is reflected in elements of this plan such as:

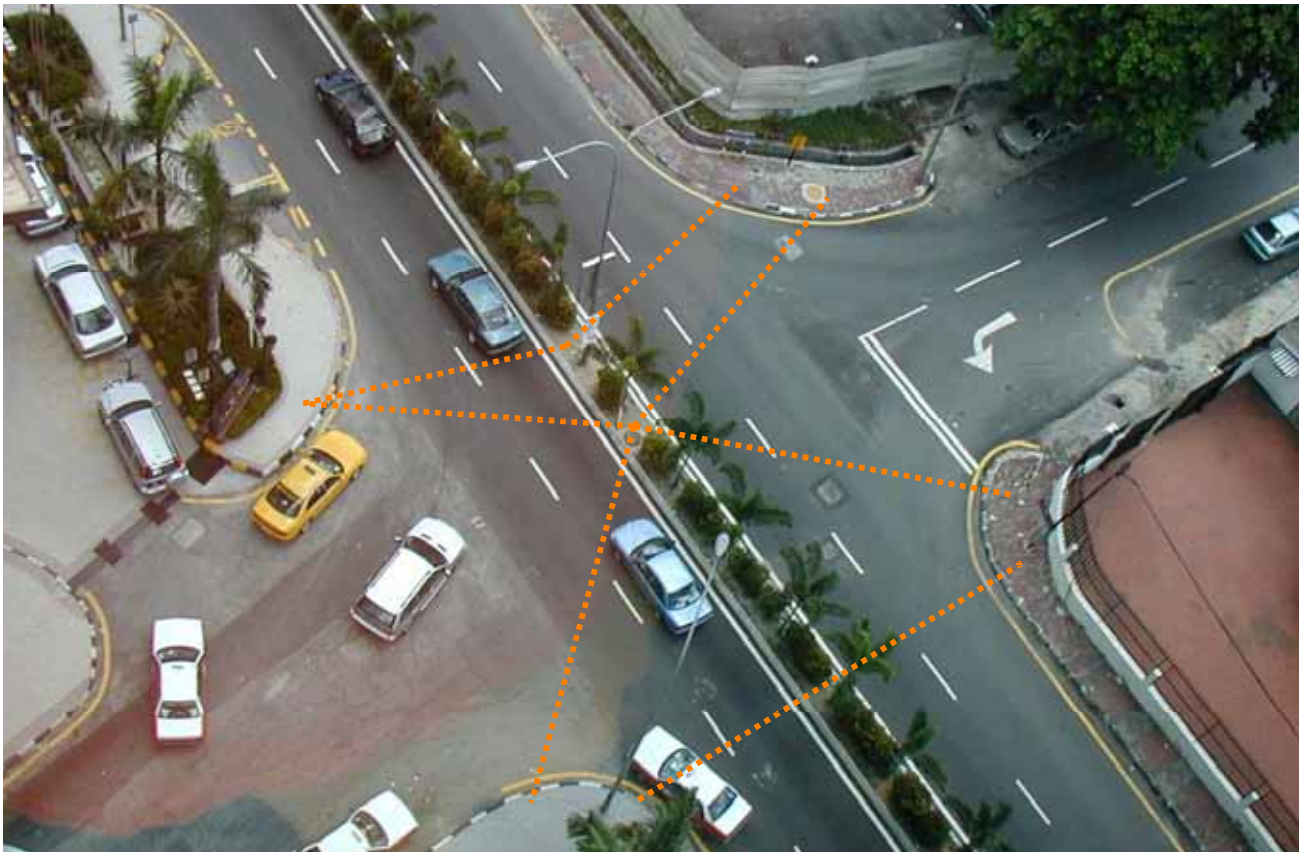
- Accommodation of a linear park along the proposed transverse street bisecting the SMART-owned parcel between the SMART station and Copeland. In addition to providing immediate public space, the park will add value to the new housing and other uses on adjacent block faces.
- Flexible design of curbside parking spaces to accommodate public uses such as outdoor dining (as an extension of the sidewalk), and
- Provision for wide buffers between curb and sidewalk on many corridors so as to allow maximum space for street furniture and landscaping.

5. Networks

Well connected networks, such as the classic street grid, with a high density of intersections, found in historic Downtown Petaluma and the Old East neighborhood, enhance multimodal access, mobility and connectivity by providing direct connections and choices. In a grid, there is always more than one way to get somewhere, preventing congestion and reducing conflicts between modes. This plan's focus on networks is reflected in the design of new streets that will bisect the existing super-blocks in the Downtown Petaluma Station Area, and by new bicycle and pedestrian routes proposed to link disconnected street loops to enhance connectivity in the Corona Road Station Area.

6. Prioritize Vulnerable, Low-Impact Road Users

Since the risk of injury or fatality is highest for collisions involving pedestrians, bicyclists, and wheelchair users, and because travelers have the lowest environmental and climate impact and are cheapest to accommodate when using these modes, this plan prioritizes safe and direct ways of access for such vulnerable and valuable users.



7. **Most Cost-Effective Modes of Station Access**

In allocating use of public rights-of-way, including valuable curb-space within one block of the station, this plan prioritizes the most cost effective modes of access. After prioritizing access for vulnerable road users, use of streets and curb space in the immediate vicinity of each station should be prioritized for public transit and shuttle riders and passengers being dropped-off or picked-up by private vehicles, and/or taxis. Lowest priority for valuable curb space should be given to those who drive alone to 'park and ride' in the SMART Corridor.

8. **Follow desire lines**

Where accessing dedicated bicycle and pedestrian facilities, such as cross walks, or overpasses of major roadways, requires a significant detour, many pedestrians will choose to take their chances using a more direct and dangerous route. Often the most direct route (aka, the pedestrian 'desire line') has no accommodation for pedestrians. This is especially true in and around transit stations, where pedestrians can often be found running, or walking hurriedly, with less than normal caution, to the station to catch a bus or train. Consistent with the prioritization of facilities for vulnerable road users, on-street sidewalks, crosswalks, multi-use path crossings of arterial roadways, and off-street paths of all types are aligned in this plan (and should ultimately be designed) following clear pedestrian desire lines as closely as possible, allowing direct (shortest path) travel to key destinations, including the SMART station.

5.3 Complete Streets

Clear and accommodating multimodal access between destinations is important to every community. The goal of a Complete Streets approach to street design is to ensure this access is afforded to every user. Complete streets are roadways designed to accommodate the needs of all users of the road network. Where vital and interconnected neighborhoods exist around transit stations, it is essential that their connections can accommodate cars, bicycles, transit, pedestrians, and those with limited mobility equally. This means ensuring that Americans with Disabilities Act (ADA) requirements are met and that the needs of individuals with mobility limitations are given proper consideration through the application of universal designs. This is particularly critical in curb ramp and driveway design but should always be considered at the network level – a great transit platform ramp to a sidewalk with no curb ramps fails to complete the street for someone in a wheelchair or with a bike. Facilities that are in compliance with ADA also result in more accommodating facilities for able users.

The vitality of successful mixed-use places requires that motorists can easily walk to multiple nearby destinations after parking only one time (a "park-once" environment); that bicyclists of all abilities can freely circulate, and cycle safely to destinations with ample bicycle parking without fear of being overtaken or pushed aside by cars; that transit riders find multiple destinations near every stop while also enjoying a short wait in an accommodating and respectable location for predictable transit service to the next destination; and that a resident of any ability finds walking to work, shopping, dining, and entertainment to be the most enjoyable, and possibly fastest, way to enjoy their neighborhood, its activity, and its people.

Complete streets are not singular fragments, but networks of multimodal facilities. If designed as isolated blocks or point improvements, complete streets fall short of creating a cohesive and balanced transportation network. Well-designed, connected, complete streets make travel more efficient by providing choice not only in modes, but also in routes. A network of complete streets is designed to allow all of these experiences to occur safely and simultaneously, ensuring that walking is prioritized above all as the preferred mode of choice – the only mode that is a common part of journeys by all forms of transportation, especially in station areas. Network effects are particularly valuable when it comes to pedestrians; gaps in the pedestrian network and lack of connectivity may compel people to forego an entire trip on foot. As the slowest form of surface transportation, walking requires reliable, easy, and direct links to be most efficient and attractive to travelers. Pedestrians and public transportation riders are especially motivated to find direct routes to their destination or their transit stop, and prefer lower-traffic streets.

There are of course tensions between the Complete Streets model and efficient street operations. To alleviate this tension, Complete Street design is network-based and considers the fact that street typologies may prioritize certain modes, while maintaining safe and quality environments for pedestrian and cyclists. This is much easier to do when the street network is a connected grid of relatively short blocks. Instead of trying to make each street perfect for every traveler, communities can create an interwoven array of streets that emphasize different modes and provide quality accessibility for everyone. Some streets may emphasize vehicles or trucks, while others emphasize pedestrians or public transportation. In more industrial areas, some streets will emphasize access for freight vehicles. Each street type emphasizes different mixes of modes, but is universally designed with all potential travelers in mind, especially those with mobility limitations.

5.4 Downtown Petaluma Station Area

Existing Access and Connectivity Conditions

This section provides a summary of the key findings of our evaluation of opportunities and constraints in the Downtown Petaluma Station Area (for a more detailed assessment of network deficiencies and existing plans for improving bicycle, pedestrian, transit and auto access and mobility in the station area, see the Existing Conditions Analysis Report.

The Downtown Petaluma SMART Station will be located at the historic rail depot site currently occupied by the Petaluma Arts Center and Petaluma Visitor's Center. All transit-related functions of the station will be on the new platforms and the Petaluma Arts Center and Visitor's Center will remain in the renovated Depot buildings. Plans for the station and adjacent TOD must accommodate multimodal access to the Arts Center and Visitor's Center, including strategies for managing access to the area during major events.

Currently, most major streets within the Petaluma Downtown Station area have sidewalks on both sides. However, as the Petaluma Bicycle and Pedestrian Plan (2008) notes, "segments of some key corridors namely Lakeville Highway, [and] Petaluma Boulevard …are missing lengthy stretches of sidewalks." Curb ramps are also lacking along many key corridors and within older and newer neighborhoods.

At more than 640 feet long and 400-500 feet wide, the vacant blocks immediately southwest of the station, including the SMART-owned parcel (bounded by E. Washington, E. D Street, Copeland, and Lakeville), and the Haystack parcel (bounded by E. Washington, East D, Copeland and Weller) are too large for a pedestrian-scale network. As a point of reference, block faces across the River in pedestrian friendly historic downtown Petaluma are 230-360 feet long.

Although several dedicated bicycle and pedestrian facilities exist within the Downtown Petaluma Station area, there is not much signage or other wayfinding information to guide transit patrons to/from the Copeland Street Transit Mall, or the future SMART Station to the Turning Basin, the Balshaw Bridge to Downtown, or other destinations within or outside of the station area.

Given the pedestrian-oriented fabric of existing and planned neighborhoods surrounding the Station, and the importance of non-auto access to the SMART Station and the existing Copeland Transit Mall, both the 2025 General Plan and the Central Petaluma Specific Plan (CPSP) prioritize bicycle, pedestrian and transit improvements in the vicinity of the station. Goal 3 of the Circulation Element of the CPSP is to "Reinforce the role of Central Petaluma as a center for transit and non-vehicular modes of travel."

Recommended Access and Connectivity Enhancements

This section highlights multimodal projects and programs recommended to improve access and connectivity in the Downtown Petaluma Station Area. Projects and programs specifically aimed at improving vehicular access to the station and to the adjacent TOD through parking supply and management strategies are described later in this chapter. Access and connectivity projects and programs are highlighted in Figure 1 and recommended and prioritized by mode of transportation as follows.

1. Crosswalk Safety Improvements

Upgrade all crossings of E. Washington Street within the Station Area to be ADA compliant. Add pedestrian countdown signals and corner curb extensions and/or median refuge islands where right-of-way allows.

2. Weller Street Sidewalks

Install new ADA compliant sidewalks on both sides with curbs and landscaped buffer.

3. East D Street Sidewalks

Install new ADA compliant sidewalks on both sides with curb, gutter and landscaped buffers.

4. D Street Bike Lanes

Stripe and sign bike lanes on D Street from Lakeville, across the Petaluma River and through Downtown to 5th Street (existing bike lanes continue on D Street Southwest of 5th).

5. Secure Bike Parking

Provide secure bicycle parking at the Downtown Petaluma SMART Station.

6. Bicycle Sharing.

Plan and implement a bicycle sharing service in Central Petaluma to make bicycles accessible to transit riders and other travelers for up to one day, or for short-term use for point to point travel within Central Petaluma. Contemporary bicycle sharing systems using a self check-out model, whereby members use a personal card key, to check out and return any bicycle to any bicycle parking station/pod in the system. A market analysis and bicycle sharing plan will be necessary to determine the appropriate scale of such a program (e.g. the minimum number of bikes and geographic distribution of bike sharing "pods" necessary for such a service to be sustainable. At a minimum, bike sharing pods should be established at the Bike Station at the Downtown Petaluma SMART Station, and at several locations on the east side of the river in Downtown Petaluma.

7. New Station Street with Sidewalks and Curb Extensions

Construct a new two-way, public station access street immediately adjacent to (to the southwest of) the Downtown Petaluma SMART Station, from E. Washington Street to East D Street. This street will include two 11' travel lanes (one in each direction), and two 11' flexible parking lanes that can be used as bus/shuttle bays and for private vehicle pick-up/drop-off of passengers, or simply as on-street parking, and sidewalks on both sides. Given its proximity to the SMART rail line, this new Station Street will need to operate as s Right-In, Right-Out Only facility.

8. New Transverse Street with Sidewalks and Curb Extensions

Construct a new street with wide sidewalks and pedestrian amenities on both sides from the SMART Station to Weller Street, between E. Washington Street and E. D Street, through the middle of the Haystack parcel and SMART-owned parcels. From the New Station Street to Copeland, the New Transverse Street will be divided with a linear park separating northeast and southwest-bound traffic.

9. New River Street with Sidewalks and Curb Extensions

Construct a new street with sidewalks and curb extensions on both sides along the edge of the Turning Basin, from Weller Street to an extension of Grey Street.

10. New Grey Street Extension, Street with Sidewalks and Curb Extensions

Construct a new street with sidewalks and curb extensions on both sides from E. Washington Street to the New River Street adjacent to the Turning Basin.

11. Erwin Street Sidewalks

Install new ADA compliant sidewalks on both sides of Erwin Street from East D Street to Lakeville (though the intersection of Erwin and Jefferson).

12. Upgrade D Street Bridge

Upgrade the D-Street Bridge over the Petaluma River to accommodate bicyclists and pedestrians by replacing the existing wooden sidewalk on the southeast side of the bridge with a wider (10'-12'), cantilevered wood facility with capacity to handle bicycle and pedestrian movements. Note: This project may require a structural feasibility analysis.

13. Jefferson Street Sidewalks

Install new ADA compliant sidewalks on both sides of Jefferson Street from Erwin to Wilson.

14. Wilson Street Sidewalks

Complete sidewalks on both sides of Wilson Street from E. Jefferson to Lakeville; upgrade existing segments to meet ADA Standards.

15. Neighborhood Greenways

Sign and improve conditions for bicycle and pedestrian access and mobility on several key Neighborhood Greenways traversing the Downtown Petaluma Station Area (For more on Neighborhood Greenways, see page 23).

Among others in the City, this plan recommends designating the following corridors as Neighborhood Greenways:

- East D Street from Lakeville to Kenilworth Drive
- Payran Street from Jefferson Street to the Petaluma River
- Prospect Street from Bodega Avenue to Petaluma Boulevard, with a potential pedestrian extension to Water Street (when that missing link in the street network is constructed) following an alignment to the north or south of existing structures on the east side of Petaluma Boulevard at Prospect Street.
- Madison Street from Copeland to Washington Creek
- F Street southwest from 1st Street
- 2nd Street from D Street to H Street
- Howard and 6th Street

16. Petaluma River Trail (NW of Washington)

Construct a new Multi-Use Path (MUP) along the Petaluma River, from E. Washington Street to Lakeville Street. The trail would run on the southwest side of the river (adjacent to Water Street) from Washington Street to a new multiuse bridge in the proximity of Copeland Street. From the bridge, the River Trail will extend northwest along the northeast side of the river to meet the existing terminus of the River Trail at Lakeville.

17. Madison Street Trail

Construct a new Multi-Use Path extension in the Madison Street alignment, from its paved terminus at Lakeville to Copeland Street and the north side of the new Copeland Street Bridge.

18. Copeland Street Bridge:

Construct a new bicycle and pedestrian bridge over the Petaluma River in the alignment of an existing pipeline from the end of the Madison Street Trail on the north to Water Street on the south.

19. Petaluma Boulevard, Right Sizing:

Traffic conditions for private vehicles, transit vehicles, bicyclists and pedestrians are being enhanced by re-striping Petaluma Boulevard to the 'right size,' with one general purpose travel lane (and outside of the downtown core area one bike lane) in each direction, plus one center turn lane.

20. Copeland Street Sidewalks

Install new ADA compliant sidewalks on both sides of Copeland Street from E. Washington Street to a point 250 feet northwest of the intersection of Copeland Street and Baylis Street.

21. Baylis Street Sidewalks

Upgrade existing sidewalks on both sides of Baylis Street between Copeland Street and E. Washington Street to comply with ADA Standards.

22. Grey Street

Install new ADA compliant sidewalk on the northeast side of Grey Street from E. Washington Street to its terminus one block to the northwest.

23. Lakeville Street Sidewalk

Complete a sidewalk in the Lakeville corridor on the southwest side of the SMART tracks (ie. the side closest to downtown Petaluma), from E. Washington Street to the northwest corner of the CVS Parking lot.

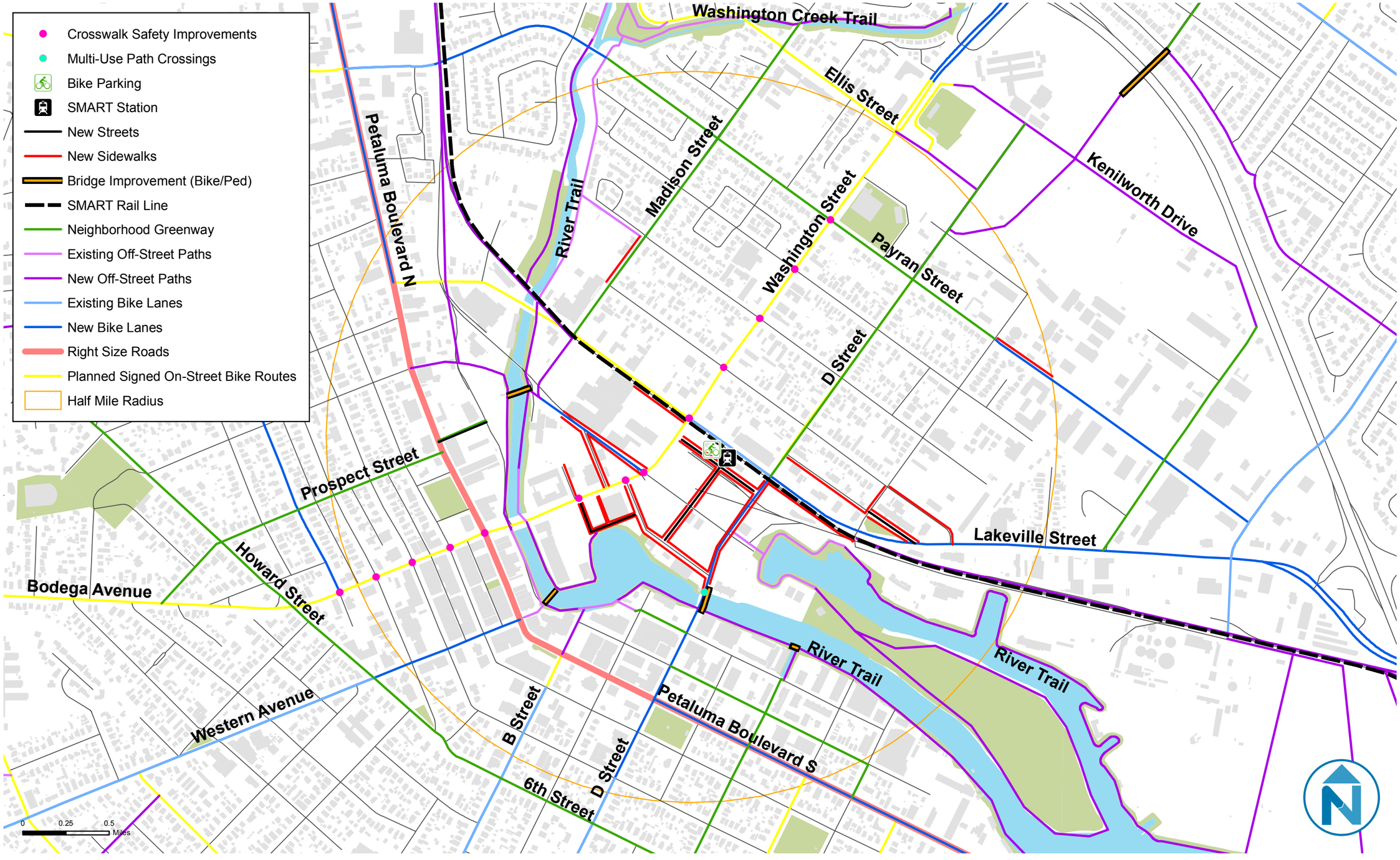
24. Lakeville Street Bike Lanes

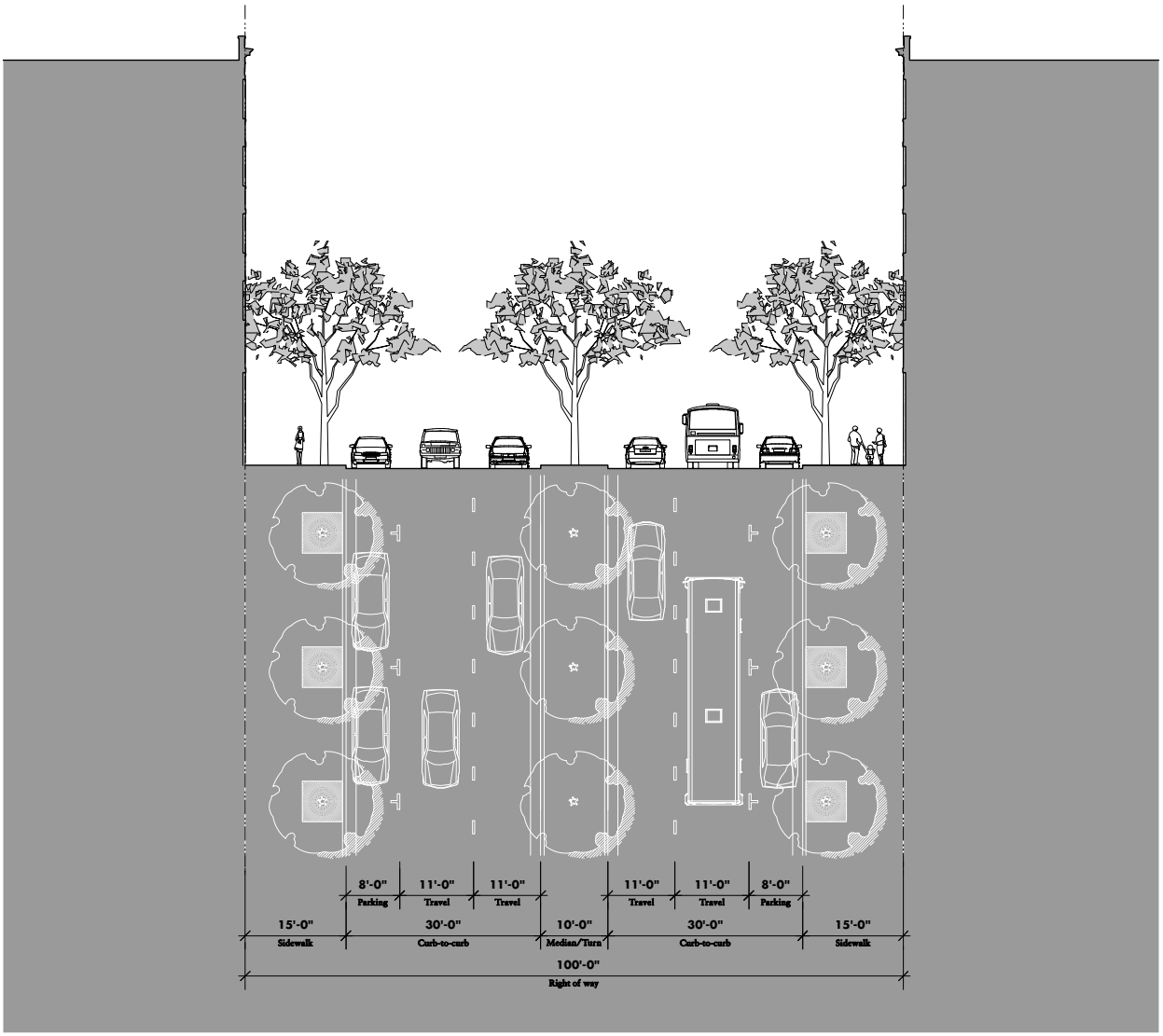
The 2008 Bicycle and Pedestrian Plan identified the Lakeville Corridor, southeast of E. D Street as a priority corridor for a Class II bicycle facility. The current lane configuration will not permit the addition of bike lanes without major reconstruction. The City may consider studying alternatives including right-sizing the corridor, and/or developing a parallel dedicated bike facilities to provide connectivity in this important east-west station access corridor.

25. **Petaluma River Trail (SE of Washington Street)**

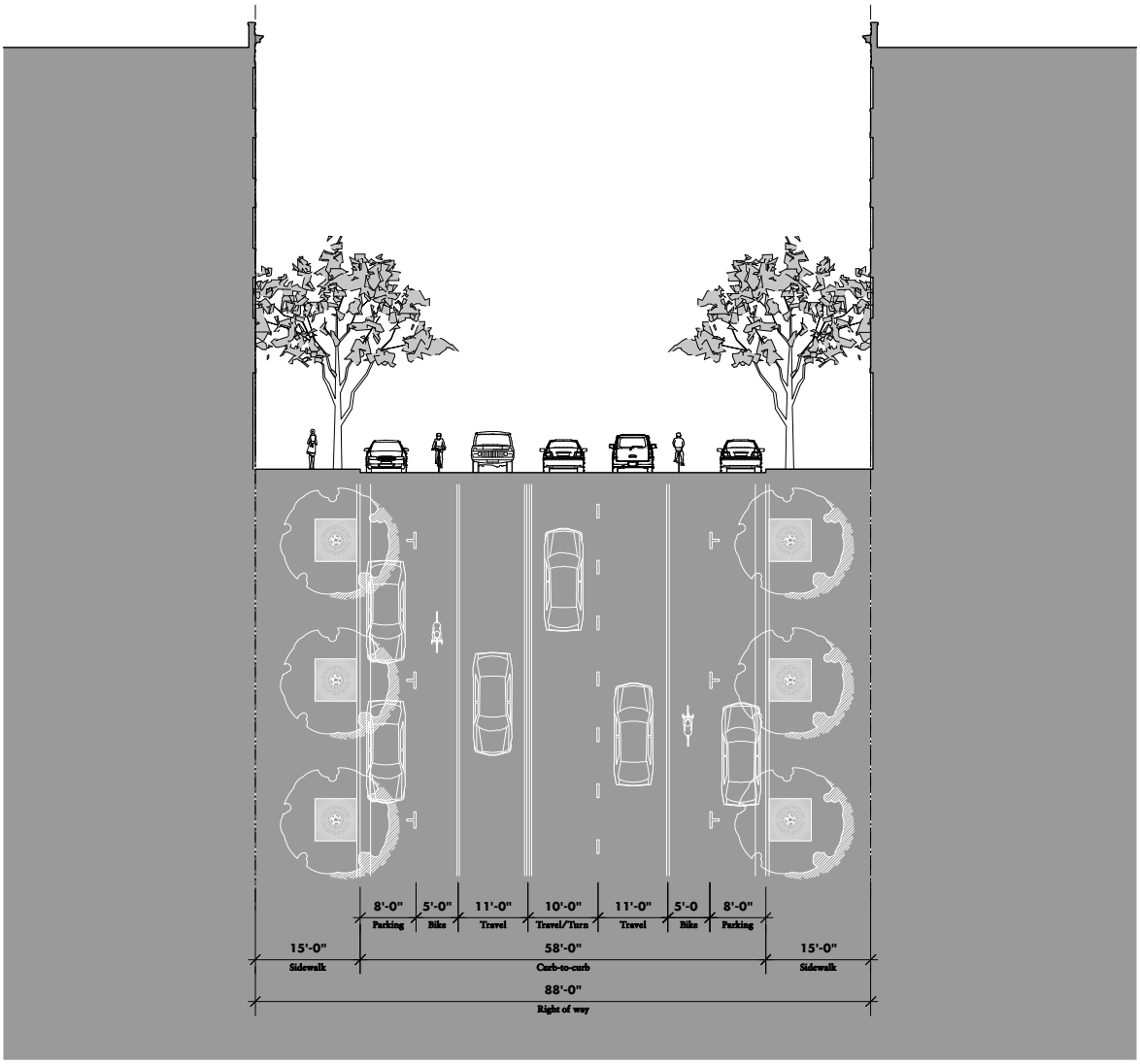
As part of the long-range plan for bicycle and pedestrian improvements in the Downtown Petaluma Station Area, extend the River Trail southwest of D Street, along the water-front with a cantilevered walkway and bridge segments. This capital intensive project will likely require funding from a variety of sources such as substantial redevelopment of riverfront properties southeast of D Street and/or grant funding from regional, state, and/or federal sources).

Fig. 5.4.A: Proposed Access and Connectivity Projects Downtown Petaluma SMART Station Area

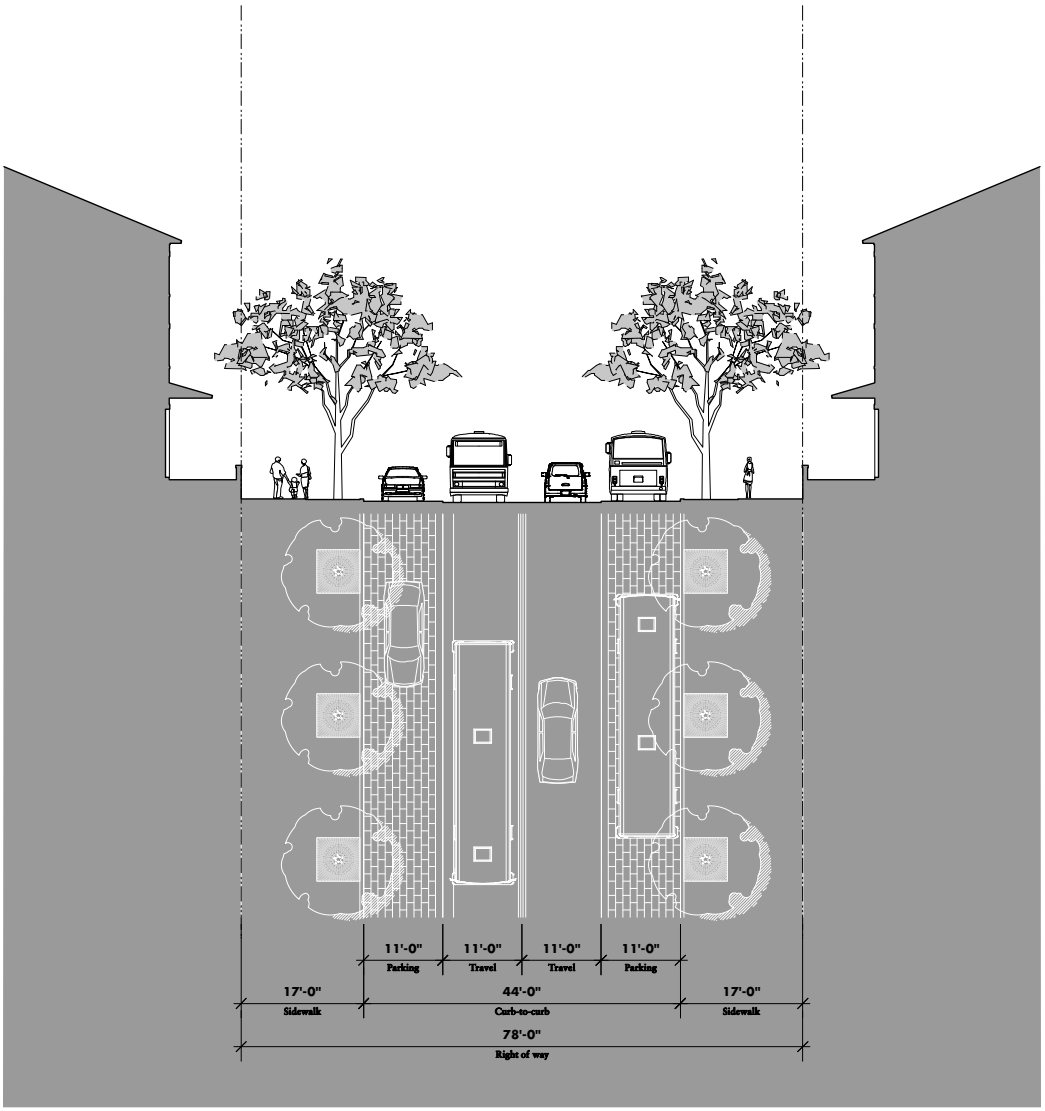




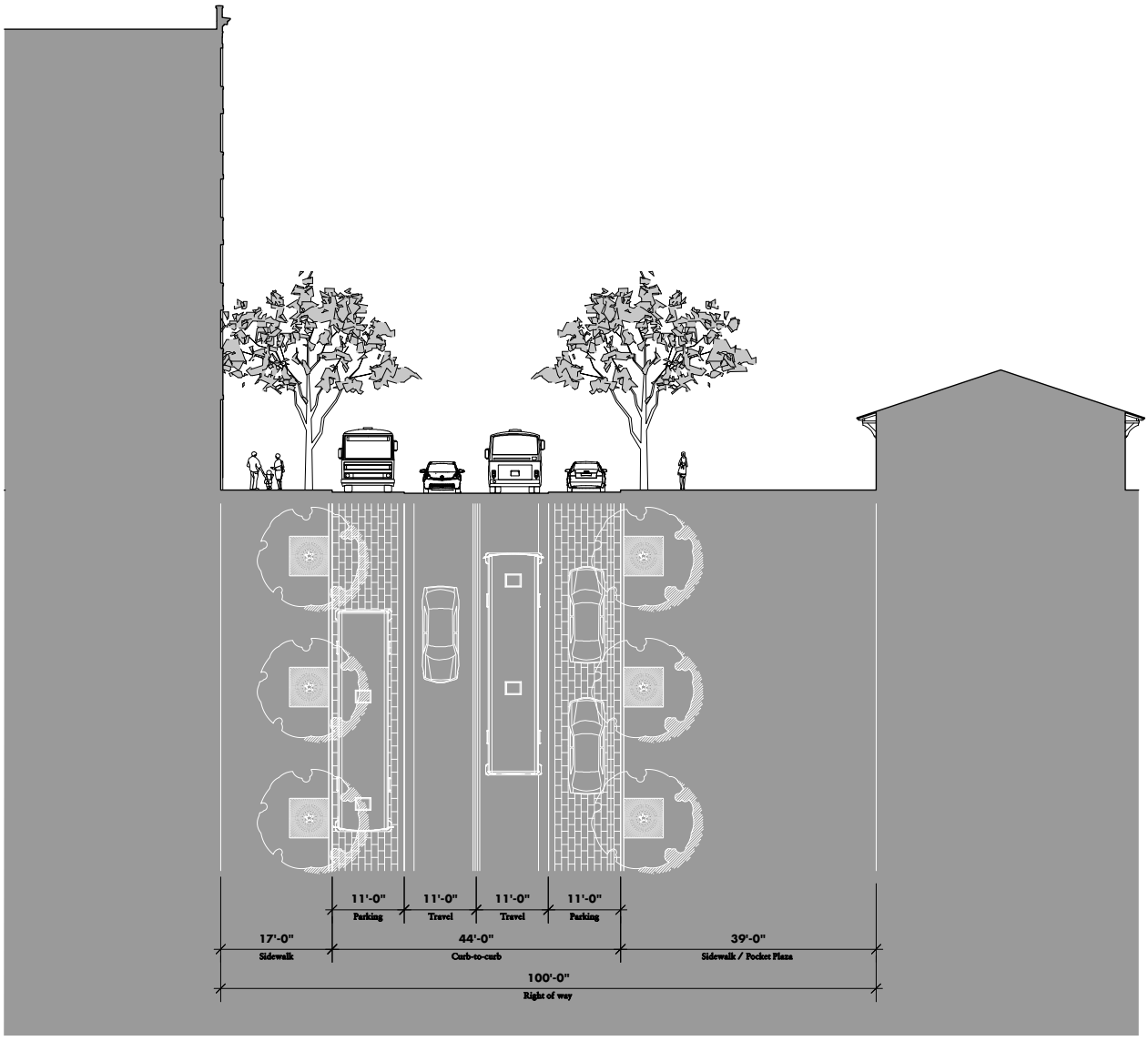
East Washington Street



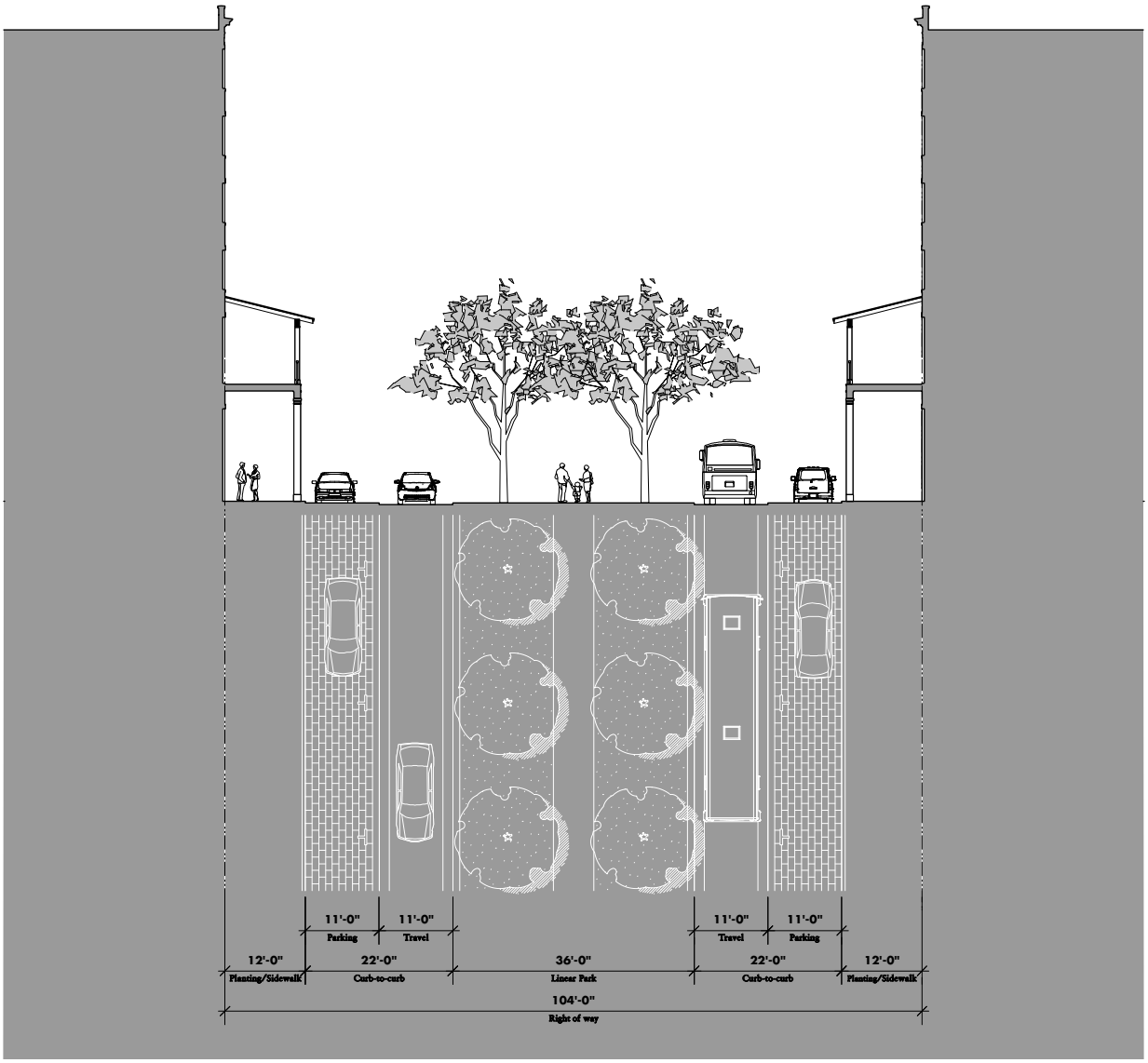
East D Street



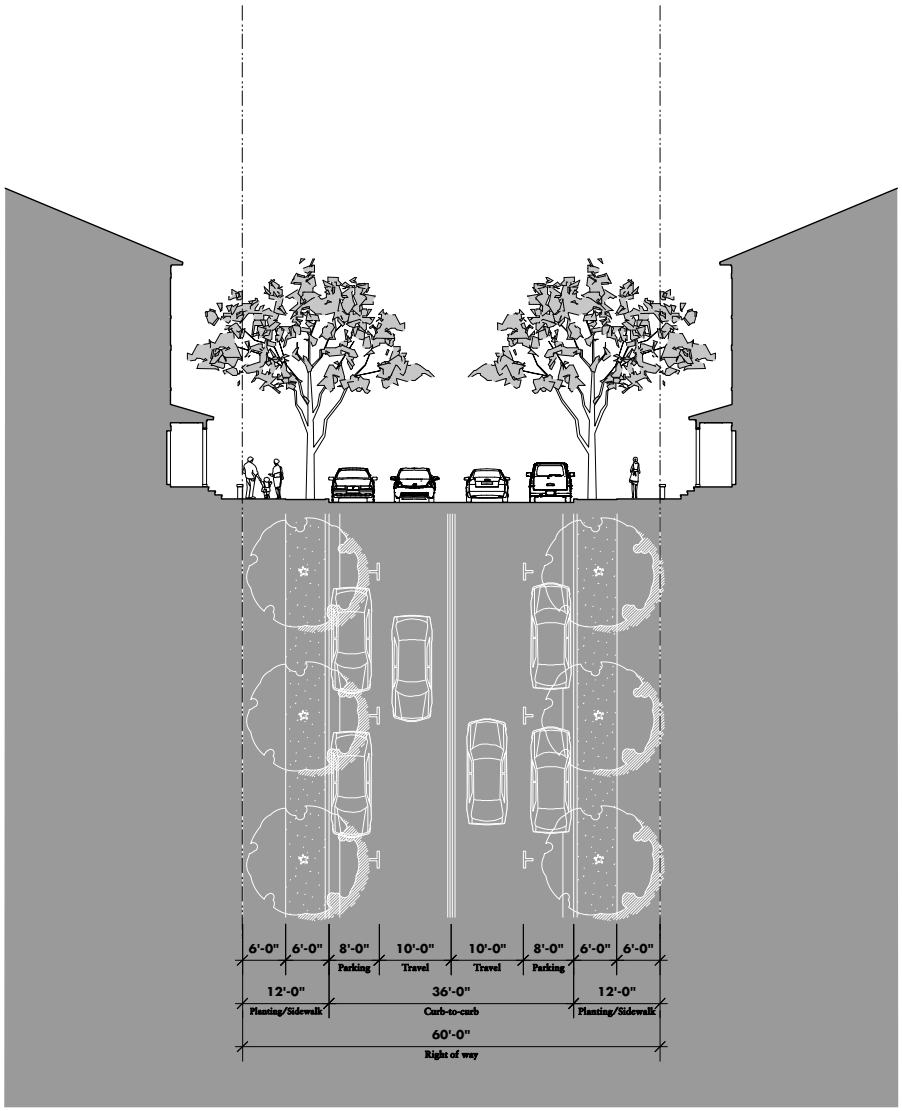
Copeland Street



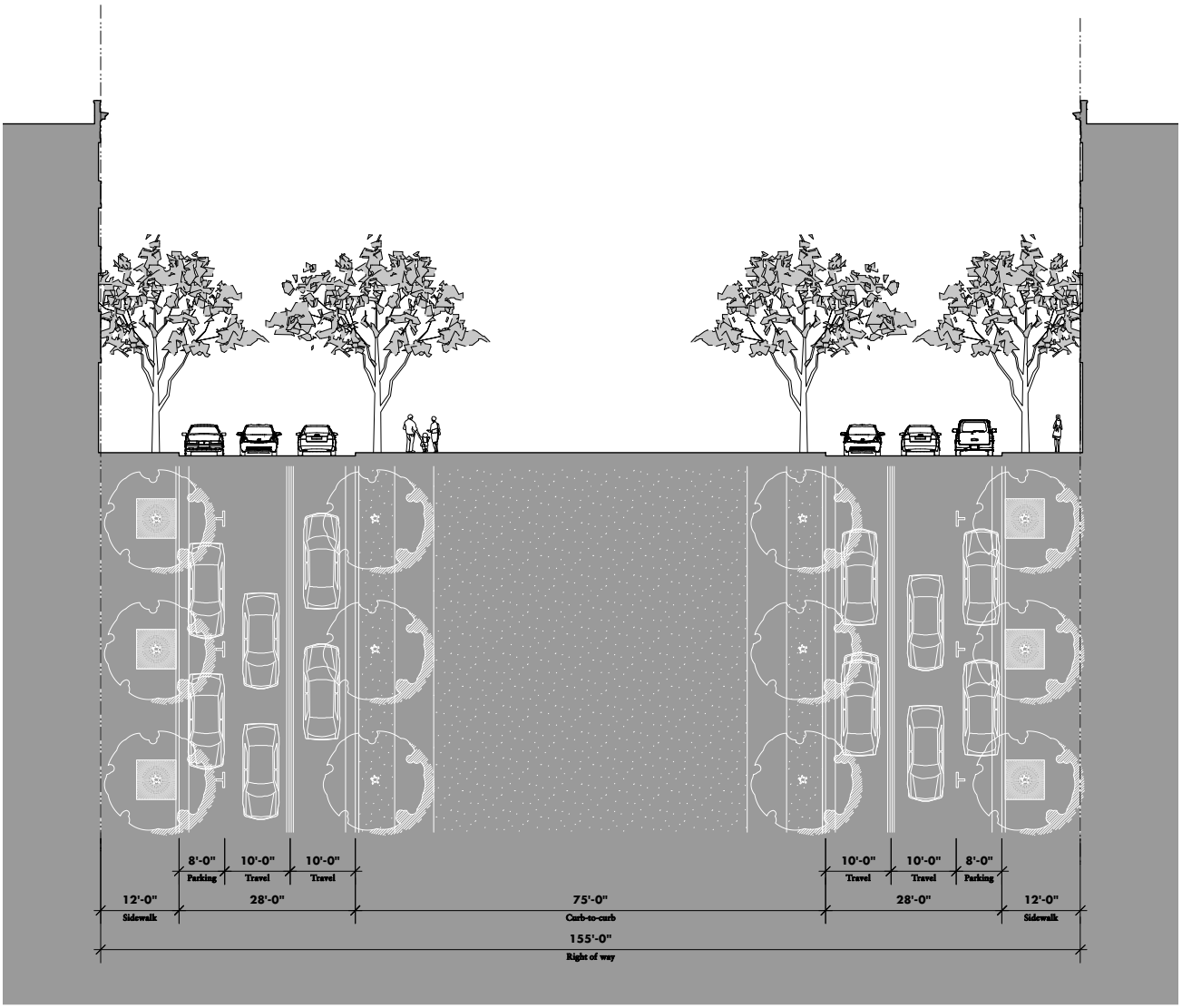
New Station Access Street



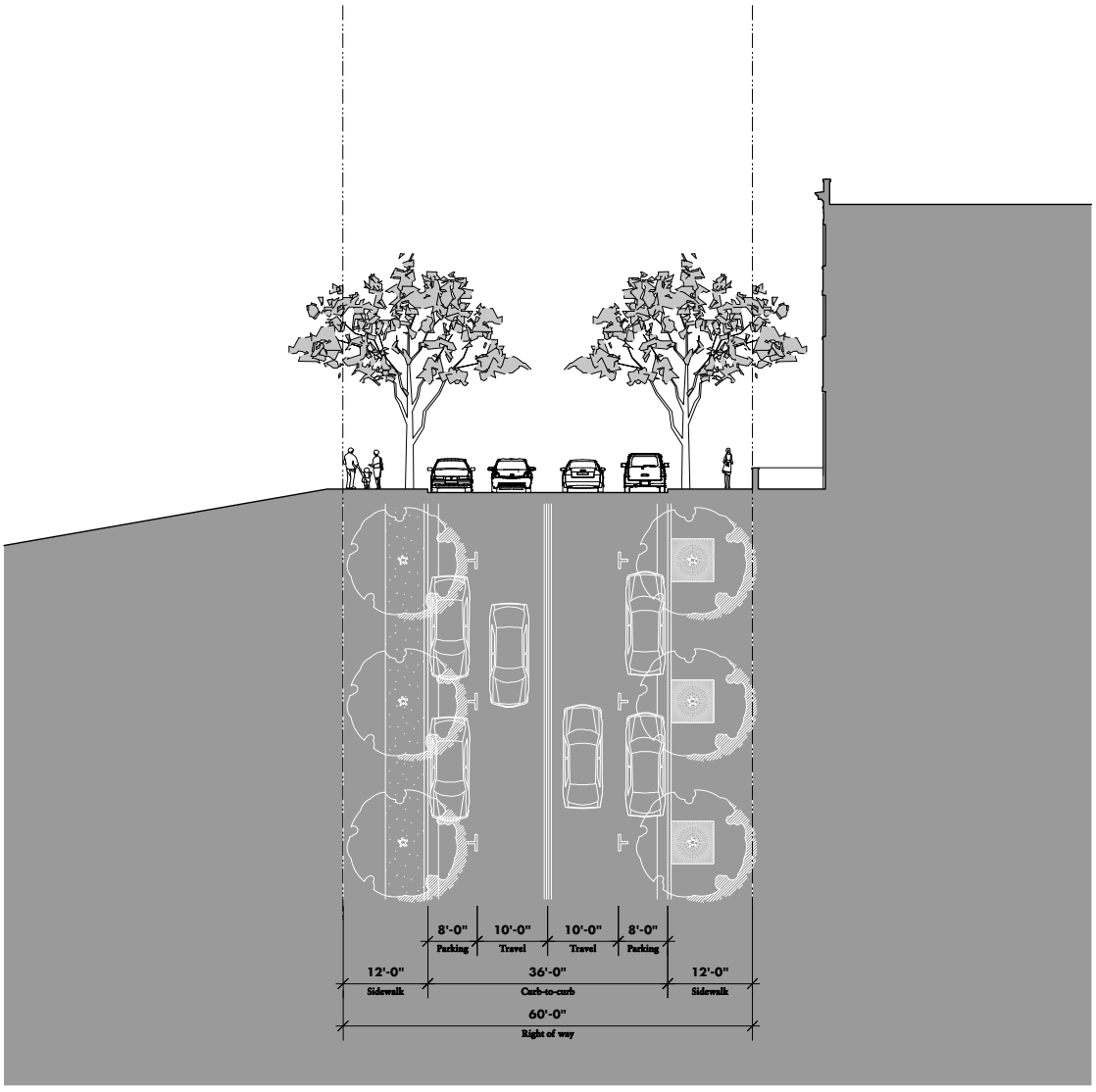
New Transverse Street with Linear Park
(Copeland to New Station Access Street)



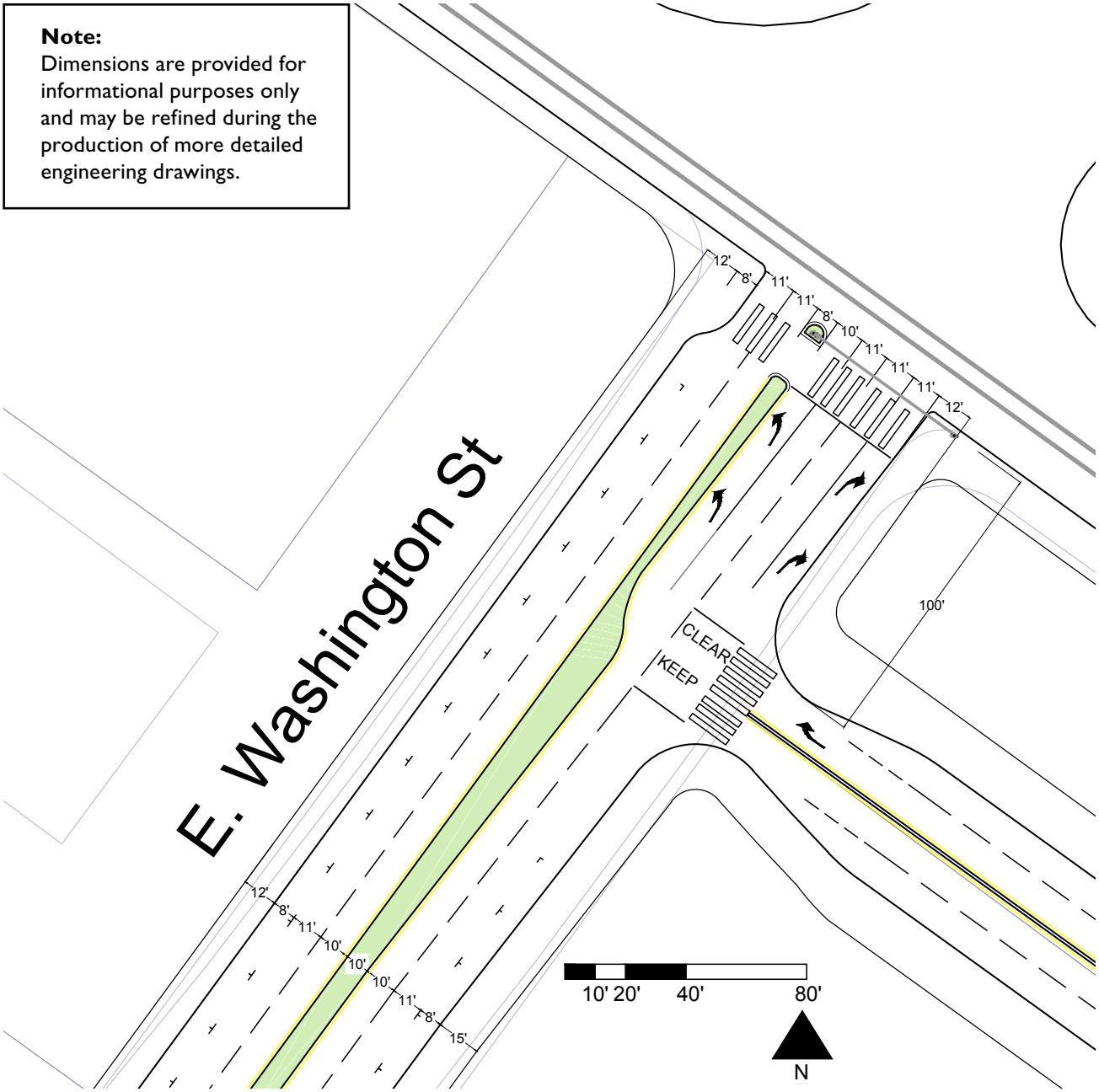
New Transverse Street
(Weller to Copeland)



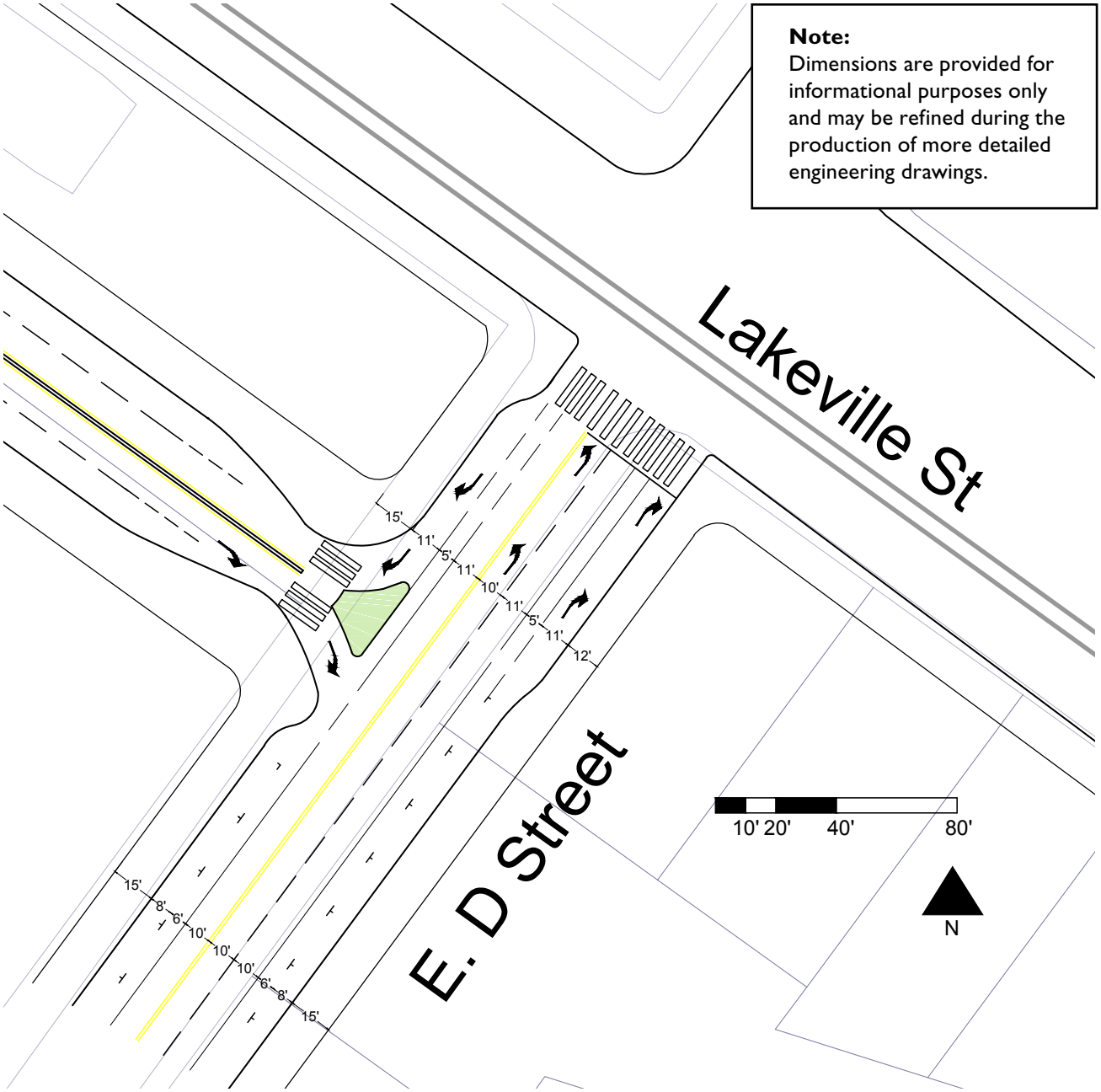
New Neighborhood Square Street / Grey Street Extension



Weller Street / New Riverfront Street



East Washington Street Intersection Improvements at New Station Access Street and Lakeville Street



East D Street Intersection Improvements at New Station Access Street and Lakeville Street

Transit and Shuttles

This section provides a description of recommended improvements to transit service in Petaluma (including proposed station access shuttles), particularly related to the opening of SMART service. These include changes to local and regional services to improve the timing and routing of connections to the SMART Station (to facilitate transfers). Note: Because the Corona Road Station has been deferred, this section focuses on existing and potential transit and shuttle routes serving the Downtown Petaluma Station. In the near-term, this includes providing reliable transit/shuttle access from the Corona Road Station Area, and surrounding neighborhoods to the Downtown Petaluma SMART Station.

Although additional service would be beneficial to SMART and Downtown Petaluma, this Master Plan does not recommend a specific increase in the number of service hours for Petaluma Transit or the other regional transit agencies serving the Copeland Transit Mall, as that is beyond the scope of this study. Instead, the Master Plan provide some limited guidance for restructuring existing routes, operating the SMART shuttle and working with private operators to facilitate private shuttles where they are needed.

Summary of Planned SMART and SMART Shuttle Service

To provide enhanced transit access to SMART stations (and seamless connections for the first or last mile of many patrons' journeys on SMART), SMART has planned for the development and operation of local shuttle routes serving up to nine of the 14 stations in the corridor. The service is intended to complement existing and planned local transit services operated by local and regional service providers such as Sonoma County Transit and Petaluma Transit (PT).

Draft plans for routes and stops for shuttles serving both Petaluma SMART stations were revised from the route concepts proposed in the project DEIR, as per the following principles articulated in SMART Shuttles, Advanced Concept (July 16, 2010), a working document prepared by SMART:

> *The major route design objectives influencing alterations [to the SMART shuttle routes established in the EIR] are (1) a service effectiveness objective to assure that shuttles reliably connect with all eight SB morning train arrivals and all eight NB afternoon train departures scheduled every 30 minutes, and (2) a cost efficiency objective that each route use only one shuttle vehicle and driver, thus limiting the route length to a round trip cycle duration of about 25 minutes (p. 1).*

Based on these criteria, the Advanced Concept called for one route serving Downtown Petaluma Station from the Lakeville Business Park, along Lakeville Avenue (similar routing to PT 24), and one route serving the Corona Road Station from neighborhoods and business parks in northwest Petaluma as well as the Junior College by way of Corona Road, McDowell Boulevard, and Industrial Avenue and Sonoma Mountain Parkway.

SMART and Petaluma Transit are working together to develop plans for routing, funding, and operating shuttle service upon the opening of SMART rail service in 2015/2016, subject to funding availability. In addition to the Advanced Concept described previously, the transit agencies are considering alternative means of shuttle delivery, including the possibility of SMART contracting with the City of Petaluma or Petaluma Transit to deliver service. The shuttles may also be a service hybrid between conventional fixed route service and employer-oriented service, similar to that operated to provide access to stations on the Caltrain and Altamont Commuter Express (ACE) Corridors in the South Bay.

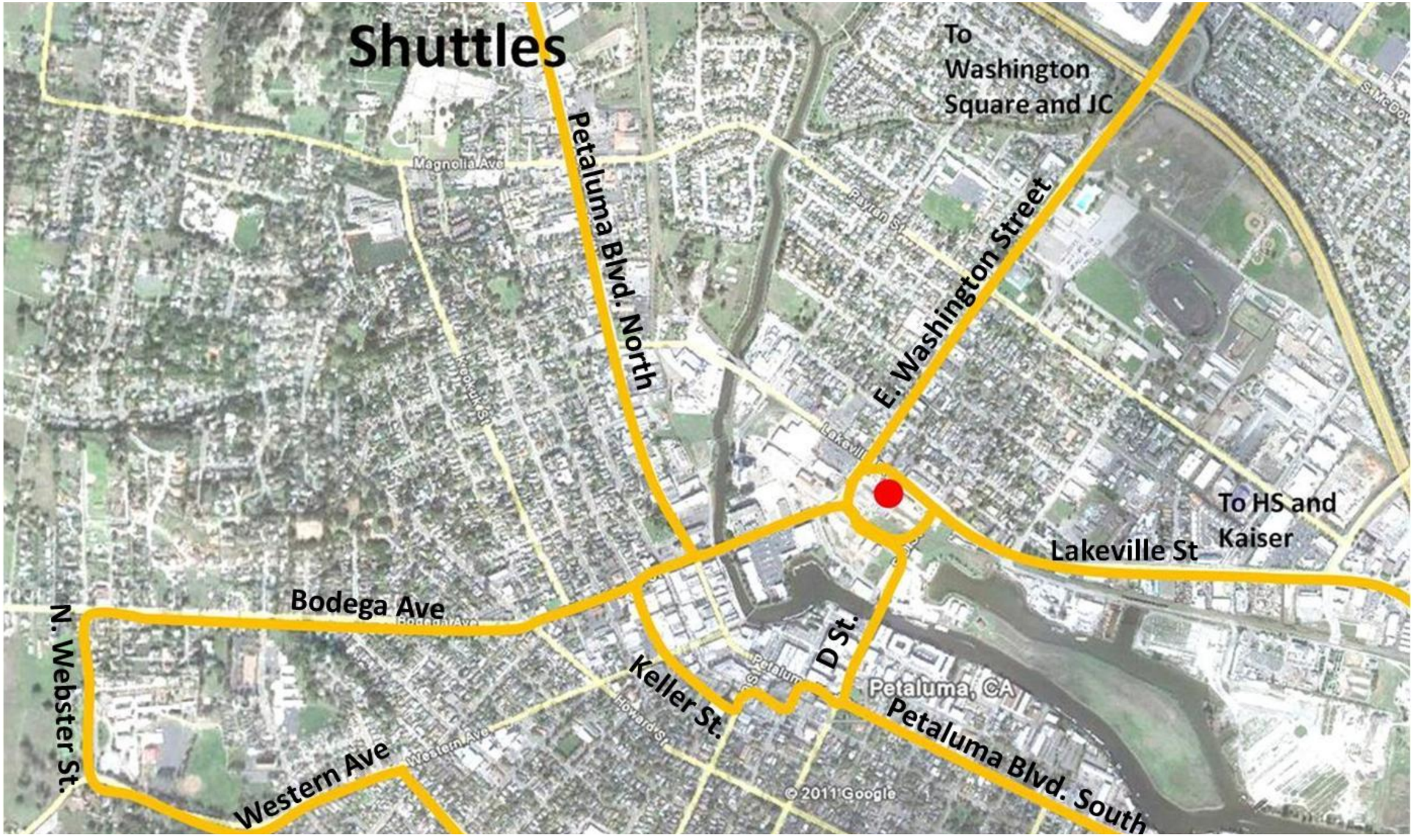
As SMART and Petaluma Transit develop a final shuttle service concept and operations scheme, this plan recommends that the agencies consider the following guidance.

Transit/Shuttle Recommendations

- Focus on the primary importance of local transit and shuttles to serving downtown and new development in the area, both of which are expected to be more significant trip generators than the SMART Station.
- Reallocate any funding currently available and dedicated to provide SMART Shuttle service to Corona Road Station within the parameters outlined in the SMART Shuttles, Advanced Concept, to one of the proposed shuttle routes shown in Figure 2 (Relocate second SMART shuttle to Corona Road Station upon opening of that station).
- Private shuttles will be welcome additions to the existing and planned Petaluma Transit service and SMART shuttle service to each of the two SMART Stations in Petaluma. SMART, Petaluma Transit (PT) and the City should work with local employers and retailers to identify opportunities for private shuttles to serve employment sites and other destinations that are not currently served by Petaluma Transit routes, and will not be served by the proposed SMART shuttle routes and to encourage and facilitate such private operations.
- Re-work the schedule for local Petaluma Transit routes to meet both north and south bound SMART Trains to ensure the best opportunity to serve transfers and provide station access.

These transit recommendations remain a work in progress and will be further defined after consultation with City Staff and members of the Technical Advisory Committee and the Citizens Advisory Committee.

Fig. 5.4.B: Shuttle Routes Proposed to Serve the Downtown Petaluma SMART Station



5.5 Balancing Station Access By Mode

At 5:15 PM on a busy weekday in 2018, the station will be a hub of activity as pedestrians stroll across the station plaza to catch a departing rail car while others spilling out of the SMART Station hurry to shuttles (both public and privately operated), Petaluma Transit buses, taxis, and private vehicles waiting on the new station access drive on the southwest side of the station. Bicyclists leaving the secure, bike parking facility at the station will strap on their helmets and head to their homes in the Old East neighborhood and downtown via D Street. At the same time, office workers and residents of the adjacent transit-oriented development projects will head for the trains, buses and parking lots on foot to make their way home for the night, just as other Petaluma residents and workers flock to the new waterfront bars and restaurants for a night on the town, or arrive to pick up their kids at daycare.

The primary challenge of planning a safe, attractive and functional intermodal terminal is to balance the circulation, access and/or layover requirements of multiple modes of transportation in the immediate vicinity of the station, where space and time are at a premium. Based on the planning principles and complete streets guidelines articulated in this Chapter, and feedback received from the Citizens Advisory Committee (CAC) for the Petaluma Station Area Master Plan, Nelson\Nygaard recommends a flexible, phased approach to station access, curb space allocation, and bus/shuttle circulation within the station area.

A central question facing planners and the CAC at the outset of this process is whether or not to shift local, regional and/or shuttle bus service from the existing (and relatively new) Copeland Transit Mall, some 450 feet closer to the station to a new Station Street directly adjacent to the station platforms. The recommended approach, detailed below, allows the existing configuration to remain in place in the near-term, while maintaining flexibility to reallocate curb space and change circulation patterns over the long-term as development occurs, and transit demand and service patterns change. As part of this approach, it is recommended to create a prioritized list of users to ensure that the allocation of curb space at the station and along the surrounding streets is consistent with City and affected agency goals and objectives. Recommendations for balancing multimodal access and allocating curb space within the Downtown Petaluma SMART Station Area are illustrated in Figures 5.5A and 5.5B and described on the following pages.

Near-Term Recommendations for the Downtown Petaluma Station

- Construct a new two-way street adjacent to (immediately southwest of) the existing Petaluma Depot/SMART Station in the same alignment as the existing one-way station access lane to provide enhanced station access for all modes (Note: Per guidance from the California Public Utilities Commission, the intersections of this new Station Street with East Washington and East D Streets should be located no less than 100 feet away from the SMART rail line).
- This street will accommodate one travel lane in each direction, with a flexible parking/loading/access lane on each side.
- Where this station access road intersects East Washington and East D Streets, restrict all vehicular traffic to right-in, right-out only movements.
- Replace existing parking on the access lane commonly used by Arts Center patrons and employees in the near-term with parallel on-street parking on the southwest side of the new Station Access Road and with new surface parking constructed as necessary on the adjacent parcel owned by SMART. Off-Street parking would be maintained on the SMART parcel, as needed, until such time as its removal is necessary for transit-oriented development on the site.
- Accommodate parking for commuters, Arts Center users and residents and employees of (and visitors to) new development on the SMART parcel on-street and in shared off-street parking facilities developed as an integral part of the project (see associated Parking Demand Analysis for the Petaluma Station Area Master Plan).
- Construct a new two-way street from Weller Street through the middle of the former Haystack parcel and the SMART-owned parcel ending in a T-intersection with the new Station Access Road. This street will accommodate one travel lane in each direction, with a flexible parking/loading/access lane on each side.
- Construct sidewalk curb extensions (aka "bulb-outs") at all new and existing street intersections within the project site.
- On the station side of the T-intersection between the new parallel and perpendicular station access roads, the sidewalk curb extension on the station side shall extend through the intersection with no parking/loading permitted (effectively extending the public plaza at the station by an additional 500 to 600 square feet).
- Consistent with the direction of the Central Petaluma Specific Plan (CPSP), use the Copeland Transit Mall for most local and all regional bus service in the near term. Existing Petaluma Transit routes and all existing and new services provided by Sonoma County Transit and Golden Gate Transit would provide access to the SMART Station and the associated TOD by stopping at the existing Bus Transit Mall on the northeast side of Copeland, between East D Street and E. Washington Streets.
- Shuttles, including the SMART shuttles and any private shuttle service that may be initiated by private employers and/or other local organizations and new local transit services that require coordination with SMART train service would serve the station by stopping on the new station access road.
- Establish a taxi stand and passenger load/unload ("Kiss and Ride") zones on curbs on the new parallel Station Access Road.
- Develop on-street parking and/or load/unload zones along the southeast side of East Washington Street and the northwest side of East D Street from the Station Access Road to Copeland Street (eventually extending all the way to the River along both streets).

Fig. 5.5.A: Near Term Downtown Station Area Access and Circulation

Keep Buses on Copeland; Add Shuttle and New PT Service to New Station Access Street

Kiss n' Ride

Taxi and Loading

On-Street Parking

New or Improved Street

Existing Street

Bus Bays: SMART Shuttle, Private Shuttles, and New Local PT Service

Bus Bays: Existing PT Service + Existing and New Sonoma Transit and GG Transit Service

Long-Term Recommendations for the Downtown Petaluma Station

- All major infrastructure developed in the near-term (new streets, curb extensions, etc.) may remain in place, with only the use of curb space changing over time as needed to provide access to the station and nearby land uses.
- Demand for local and regional transit service to the Downtown Petaluma Station and the availability of resources to provide such services are difficult to predict in the long term. In light of this uncertainty it is recommended that Copeland, East Washington and East D Streets, as well as both of the new Station Access Roads be designed and constructed now to allow for maximum flexibility of use in the future. In particular, the curbside parking/access lanes should be designed to accommodate any of the following uses:
  - On-street parking (parallel)
  - Bus and shuttle loading/unloading
  - Commercial loading/unloading
  - Passenger loading/unloading
  - On-street bicycle parking corrals
  - Bus and shuttle layover
  - Other flexible uses (e.g. plantings, bollard or planter protected outdoor dining, etc.)
- Allocate curb space on the new access roads based on future service levels (of both SMART and local and regional transit providers), and consideration of the circulation patterns of each distinct transit route, prioritizing curb space by proximity to the station platforms in the following order:
  - Petaluma Transit routes with schedules coordinated with SMART (includes SMART Shuttles operated by Petaluma Transit)
  - SMART Shuttles (if not operated by Petaluma Transit)
  - Private Shuttles
  - Taxis and Passenger Load/unload
  - Other Petaluma Transit routes
  - Sonoma County Transit
  - Golden Gate Transit
  - Carpool Parking
  - Single-Occupant Vehicle Parking
- Note that federal funding of the Copeland Transit Mall assumed continued use for transit boarding and alighting for a period of 20 years from project completion (2008). Depending on transit demand and availability of funding for transit services, the Copeland Transit Mall may remain in service for regional routes through 2028 (Federal clearance may be required to shift all local or regional transit routes to curb space closer to the Downtown Petaluma SMART Station prior to that date).

Fig. 5.5.B: Long Term Downtown Station Area Access and Circulation

Prioritize Use of Flexible Curb Space by Mode

5.6 Key Elements of the Downtown Access Plan

This section provides additional detail and definition of several key elements of the plan for enhancing access and connectivity to and within the Downtown Petaluma Station Area.

Neighborhood Greenways

Neighborhood Greenways are quiet, low-traffic streets (often serving mostly residential land uses) that can provide a safe, low-stress alternative to bicycling or walking on adjacent arterial roadways. These routes are meant to complement, rather than to replace on-street bike lanes and signed bike routes on nearby parallel arterial roadways, providing a facility oriented towards younger and older bicyclists and others who are less comfortable riding on high traffic streets. The features of Neighborhood Greenways vary by corridor and block by block local context, but often include:

- Pedestrian/bicyclist scaled signage indicating route direction and distance to major destinations accessible via the Greenway or associated links in the City's larger non-motorized travel network.
- Stop signs on non-arterial cross streets to give priority to through travelers on the Greenway.
- Bike-boxes at signalized intersections. Bike boxes provide space for cyclists to wait in front of motor vehicles that are required to stop behind an advanced stop line.
- Traffic calming measures to discourage motorists from using the Greenways for through routing (May include measures such as chicanes, traffic diverters, and right turn only signs).
- Speed limits of 20-25 miles per hour
- Large on-pavement stencils indicating bicycle priority and appropriate bicycle positioning in the roadway (e.g. extra-large 'sharrows').

Petaluma River Trail

The 2008 Bicycle and Pedestrian Plan established a vision for a new off-street Multi-Use Path (MUP) along the entire length of the Petaluma River's course through the City of Petaluma. The Plan states:

> *"In addition to the trail itself, connections to the trail from major streets (especially Petaluma Boulevard) will greatly enhance the usefulness of the trail. The most critical gap at this time is between Washington Street and Lakeville Street [located entirely within the Downtown Petaluma Station Area]. Once this segment is completed, users could travel from downtown to Prince Park without traveling on surface streets." (p. 73)*

Bike Station

To provide, enhance, and encourage bicycle access to SMART, this plan recommends that the City and SMART collaborate with local bicycling organizations to plan, construct and operate a secure, attended bicycle parking facility at the Downtown Petaluma Station, as described in the Bicycle and Pedestrian Plan (2008):

Some major transit stations have included secure bicycle parking and support services to encourage the bike-transit linked trips. Parking cages may be staffed or require membership to ensure bikes will be safe. Related services could include bike shops and repair, self maintenance station with tools and air pumps, bike rentals or lending, refreshment stands, showers and lockers, and commute information. Bikestation® is a non-profit organization that helps agencies develop the bicycle station concept and offers support to the local operators (non-profit, for-profit, or advocacy groups). Bay Area bike stations can be found at the Embarcadero BART station in San Francisco, Downtown Berkeley BART station, and the Palo Alto Caltrain depot. A similar concept is planned for the Petaluma depot when the SMART commuter rail is operational (p. 46).

As an interim facility, prior to the development of the SMART-owned parcel of land southwest of the station site, SMART and the City may consider other options for providing secure bicycle parking. These include smart-card activated bicycle cages that may or may not be staffed full-time.

5.7 Corona Road Station Area

Summary of Existing Conditions

The Corona Road SMART Station is currently planned for a parcel located immediately northeast of the intersection of Corona Road and McDowell Boulevard, approximately 2 miles northwest of downtown Petaluma. Conditions of access and connectivity in the immediate station area are summarized as follows (for a more detailed assessment of network deficiencies and existing plans for improving bicycle, pedestrian, transit and auto access and mobility in the station area, see the Existing Site Conditions Analysis Report:

- The Station Area is generally bisected East-to-West by Corona Road, a two-lane road with no sidewalks (or side paths), bicycle lanes, or dedicated on-street parking.
- The Station Area is generally bisected North-to-South by McDowell Boulevard, which in its typical cross-section is a four-lane road with curbs. Sidewalks are intermittent, but largely absent in the stretch of North McDowell Boulevard located to the West of the planned station.
- The entire northwestern quadrant of the station area (North of the planned SMART rail line and West of Corona Road) is outside of the Petaluma Urban Growth Boundary (UGB) and of rural/agricultural character.
- The area northeast of the planned station is typified by suburban development single-use residential development with a discontinuous pattern of wide looping residential streets that feed vehicular traffic onto Sonoma Mountain Parkway and other arterial roadways. This area also has a network of creek-side bicycle and pedestrian trails. Although circuitous and sub-standard (both from an ADA perspective and as Class I bike facilities), these trails provide a measure of North-South connectivity and serve as a basis for a comprehensive non-motorized transportation network within the station area.
- Petaluma Transit provides local public transit service along McDowell Boulevard (Connecting to Downtown via the Washington Square Shopping Center) and to points northwest of the planned station via Corona Road and Sonoma Mountain Parkway.

Recommended Access and Connectivity Enhancements

This section highlights multimodal projects and programs recommended to improve access and connectivity in the Corona Road Station Area (Note that projects and programs specifically aimed at improving vehicular access to the station and any future development in the vicinity through parking supply and management strategies are described and analyzed in detail in the associated Parking Demand Analysis (Deliverable 6a). Projects and programs are illustrated in Figure 5 and recommended and prioritized by mode of transportation as follows:

1. Sidewalks on McDowell Boulevard

The top pedestrian facility improvement priority for the entire City is the installation of sidewalks on N. McDowell Boulevard between Corona Road and the Old Redwood Highway (including the segment between Corona Road and Scott Street that is located within the Corona Road Station Area).

2. Build SMART Multi-use Path (MUP) through Station Area

The SMART MUP should be constructed as a standard Class I Off-Street Bicycle Facility, aligned on the southwest side of the SMART rail line (within the SMART right-of-way) through the entire Corona Road Station Area. Note that aligning the trail on the south side of the right of way is necessary to permit access to existing land uses located southwest of the tracks, along McDowell Boulevard, as well as to office uses located East of Old Redwood Highway, outside of the ½ mile station area – all without requiring at-grade or grade separated crossings of the SMART rail line.

3. Construct New SMART Multi-use Path (MUP) Crossing of Corona Road

As an essential element of the MUP, to provide direct bicycle and pedestrian access to the Corona Road Station site from the west, a new MUP crossing of Corona Road should be constructed within the SMART right-of-way. This crossing should include: (1) bicycle/ADA accessible curb ramps and (2) Rectangular Rapid Flashing Beacons activated by in-pavement bicycle/chair detectors and/or pedestrian push buttons. When flashing, the beacons alert motorists that a bicyclist or pedestrian is in or about to enter the crosswalk.

4. Construct New SMART Multi-Use Path (MUP) Crossings of North McDowell Boulevard

As an essential element of the MUP, to provide direct bicycle and pedestrian access to the Corona Road Station site from the southeast, and enhance connectivity between neighborhoods north and south of North McDowell Boulevard, a new MUP crossing of North McDowell Boulevard should be constructed within the SMART right-of-way. This crossing should include the same features as recommended for the Corona Creek crossing of Sonoma Mountain Parkway, notably: (1) bicycle/ADA accessible curb ramps, (2) an angled crossing of the median, (2) Rectangular Rapid Flash Beacon warning signs.

5. Install New Sidewalks, Unpaved Path and Bike Lanes along Corona Road

For much of its path through the Station Area, Corona Road is the City limit. Areas to the southeast are generally in the City of Petaluma's jurisdiction, while those located to the northwest are largely in the County jurisdiction (and located outside of the Urban Growth Boundary [UGB]). Portions of the right-of way located within City jurisdiction (most of the southwest side) should be rebuilt with ADA compliant, accessible sidewalks set back at least 8-10 feet from the easternmost travel lane. Portions of the road located outside of the City's jurisdiction are rural in character and should be served with an unpaved parallel pathway.

6. Install new ADA compliant crosswalk

Provide direct access to the station site from existing senior neighborhood directly across the street by installing a new ADA compliant crosswalk with pedestrian refuge island and flashing warning beacon on the west side of entrance to the Youngstown Senior Mobile Home Park (at Michael Drive/Pamela Drive) at McDowell Boulevard.

7. Construct new path link from the SMART Multi-Use Path (MUP) to North McDowell Boulevard

Provide direct access to the station site from existing senior neighborhood directly across the street by Constructing a new path link from the SMART Multi-Use Path (MUP) to North McDowell Boulevard at the new crossing to the Youngstown Senior Mobile Home Park (Path must be ADA accessible, but not necessarily Class I width).

8. Install new ADA compliant crosswalk

Provide direct access to the station site from existing neighborhood to the southeast by installing a new ADA compliant crosswalk with pedestrian refuge island and flashing warning beacon on the west side of entrance to the Petaluma Estates (Pamela Way) at McDowell Boulevard (Path must be ADA accessible, but not necessarily Class I width).

9. Construct new path link from the SMART MUP to McDowell Boulevard

Provide direct access to the station site from existing neighborhood southeast of the station by constructing a new path link from the SMART MUP to McDowell Boulevard at the new crossing to the Petaluma Estates (Pamela Way)

10. Upgrade Corona Creek Trail Crossing of Sonoma Mountain Parkway

The Bicycle and Pedestrian Plan (2008) identifies this intersection as one of several trail/roadway intersections in need of operational improvements. Currently, bicyclists, pedestrians and wheelchair users seeking to travel from residential areas North of Sonoma Mountain Parkway along the Corona Creek trail toward North McDowell Boulevard and the future site of the Corona Road Station must detour 250 northeast of the creek alignment, to the crosswalk at the intersection of Maria Drive and Sonoma Mountain Parkway. Then, travelers must back track 650 feet southwest along the Parkway to the continuation of Sonoma Mountain Parkway on the South Side. This project would install a new multi-use path crossing of Sonoma Mountain Parkway on the west side of the intersection with Liverpool Way. This new crossing should include: (1) ADA compliant multi-use path curb ramps, (2) an angled crossing of the median to ensure that bicyclists and pedestrians have a clear view of oncoming traffic before crossing, and (3) Rectangular Rapid Flashing Beacons.

11. New Link, West Corona Creek Trail

Construct new path link along west side of Corona Creek from the new crossing of Sonoma Mountain Parkway (west of Liverpool Way) south to the location (near Liverpool Way and Westbury Court) where the existing Corona Creek trail diverges to the north (Class I).

12. New Path, Petaluma Estates to Youngstown

Construct new path linking Petaluma Estates with Youngstown Senior Homes: Construct new path from the western terminus of Sonoma Court (within Petaluma Estates) to the intersection of Pamela Court and Michael Drive (within Youngstown). Requires crossing private property within Youngstown and Petaluma Estates and building in Caltrans, US-101 right-of-way. Path must be ADA compliant, but not necessarily Class I width). Improves access and connectivity within the Station Area.

13. New Pedestrian Facility TBD, Youngstown to Corona Road

Construct new ADA compliant pedestrian facility from the western terminus of Petaluma Court (in the Youngstown Senior Home Park) to Corona Road. Evaluate cost and design options, including ramps.

14. Wood Sorrel Path

Construct a new MUP through the park immediately west of the intersection of Wood Sorrell Drive and Morning Glory Drive to the west to the existing path linking to Hogwarts Circle (Path must be ADA compliant, but need not be Class I width). Provides bicycle and pedestrian network connectivity between two isolated neighborhoods in northeast Petaluma; provides more direct access to the Station for dozens of homes located within one half mile of the station on Morning Glory Drive and Dandelion Way.

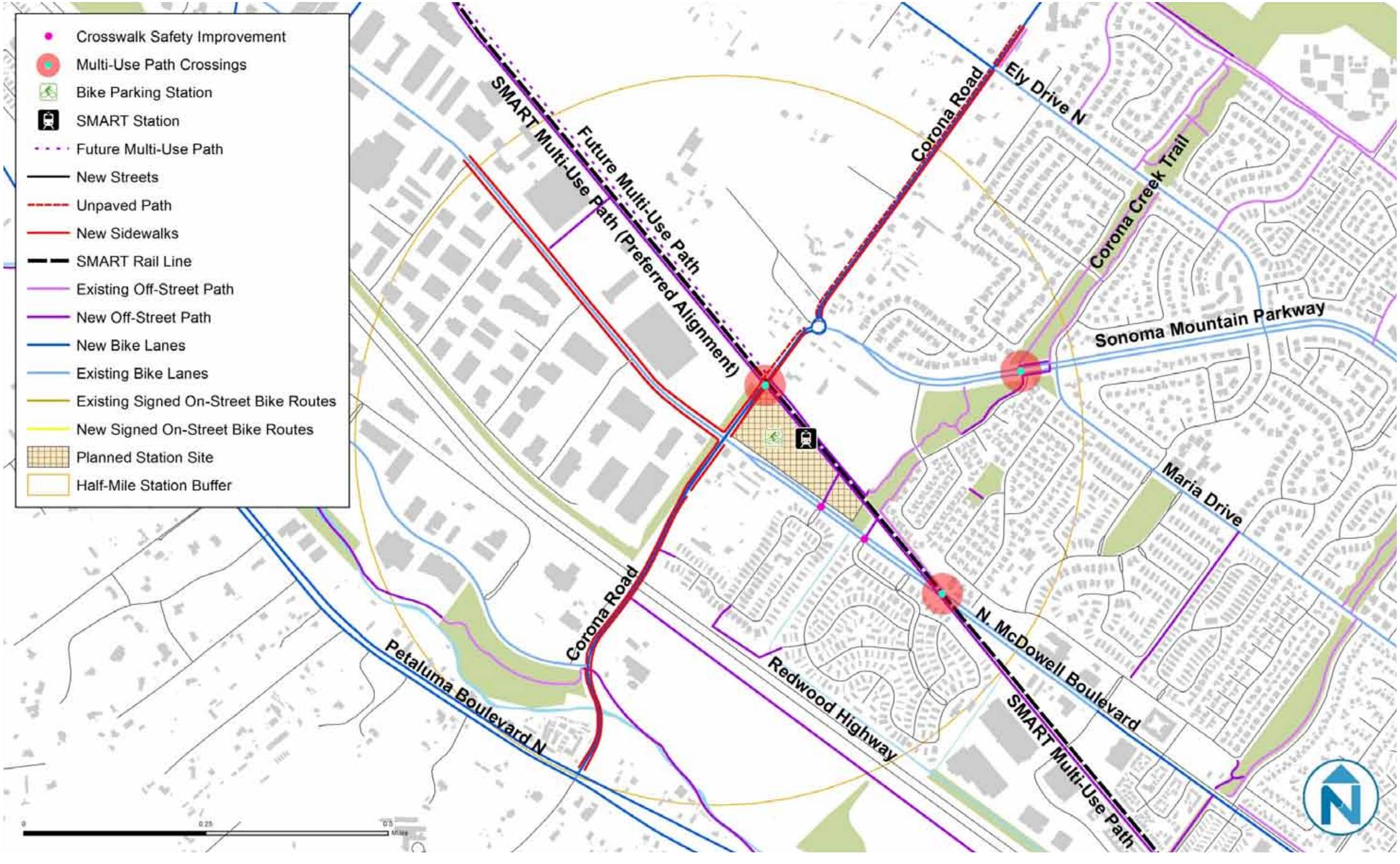
15. River Trail

Construct a new MUP on the northeast side of the Petaluma River from Corona Road southeast to its intersection with the SMART MUP.

16. US-101 Trail

Construct a new MUP on the southwest side of US-101 from Corona Road southeast to an intersection with the SMART MUP (This may be built as a complement or alternative to the segment of the River Trail planned east of Corona Road).

Fig. 5.7.A: Proposed Access and Connectivity Projects Corona Road SMART Station Area



5.8 Complete Streets Design Standards

The priority order in which modes are considered in street design may vary from street to street depending on its context (surrounding land uses), functional purpose and position within multimodal networks. In line with the multimodal goals of the City of Petaluma General Plan, the general order of priority of consideration of modal safety, access and mobility requirements for a typical street in the Downtown Petaluma Station Area.

1st Priority – Pedestrians

All streets must be safe and pleasant for pedestrians of all ages and abilities.

2nd Priority - Transit Users

Transit riders are among the most efficient users of street space.

3rd Priority - Bicyclists

Bicycle riders are vulnerable users, and their safety must be considered during design. They are also among the most efficient users of street space.

4th Priority - Motor Vehicles (including Freight Vehicles)

The accommodation of auto access and mobility is important to the economic vitality of Petaluma. However, when considering traffic accommodation on urban streets, it is essential that non-driving options are at least as attractive as those that involve the use of private motor vehicle.

Standard Lane Widths

- Lanes with regular bus traffic (e.g. outside lanes in a typical four or five-lane street cross-section: travel lane = 11')
- Lanes with no regular bus traffic: travel lane = 10'
- Flexible parking lane (designed for immediate use or possible conversion to a parallel bus bay) = 11'
- Standard parking lane = 8'

Standard Curb Return Radii

On streets served by transit and streets that are primary emergency response routes, a standard fire truck and 40' bus should be the design vehicle. On these streets, intersections should be designed so that the effective turn radius accommodates the design vehicle – the design vehicle should be able to turn right from the outside lane of one street onto the cross street without crossing the centerline, and without any wheel striking a curb; the design vehicle, however, need not complete the turn into the outside lane of the receiving street. For streets that would rarely be used by transit vehicles, large delivery trucks or fire trucks, these vehicles may be allowed to cross the centerline to make their turn.

Guidelines for curb return radii likely to meet these intersection design requirements are as follows:

- Intersections with right turning buses
  - 15' for typical intersection with on-street parking on at least one side of the corner and no curb extensions.
  - 30' where curb extensions are provided
- Intersections of streets with no right turning buses
  - 15' with curb extensions

Maximum Curb Extensions

The total width of any curb extensions, including a gutter/drain, shall be no greater than:

- 8' including gutter/drain, where curb lane is a flexible lane (11' wide to accommodate bus bays), for intersections with right turning buses.
- 7' where the curb lane is 7' or 8' wide (no bus bays) for intersections with or without right turning buses.

Standards for the design and operation of streets and roadways within the Corona Road Station Area should generally be the same as those indicated for the Downtown Petaluma Station Area. In the near-term, no changes to the street network are planned with the exception of those sidewalk, path, bike-lane and crossing improvements identified previously. Where restriping is necessary to accommodate new bicycle lanes (on Corona Road), travel lanes should be narrowed to 11' to reduce the total width of the paved surface while permitting transit buses and shuttles to operate in the corridor. When other corridors undergo restriping for any reason (including routine maintenance), lane widths should be adjusted to 10' for inside lanes, 10' outside lanes (11' for lanes commonly used by bus/shuttle routes) and 10' center turn lanes. These dimensions will provide space to accommodate bike lanes of 5'-6' in width.

5.9 Summary of Existing Parking Conditions

This section provides a brief summary of available information on existing parking conditions, including on-street parking regulations in the Downtown Petaluma and Corona Road Station Areas. For a more comprehensive review of parking patterns, including block by block on-street parking regulations in Downtown Petaluma, and an assessment of off-street parking regulations in effect for that area through 2008, see the Existing Conditions Analysis Report.

Downtown Petaluma Station Area

Existing conditions for vehicle parking in the downtown Petaluma Station area are different on either side of the river. Approximately 50 off-street parking spaces are available in a surface parking lot immediately adjacent to the Petaluma Depot, which is currently leased by the Petaluma Arts Council. Elsewhere within the portion of the Downtown Station Area located on the northeast side of the river, parking is currently widely available in paved surface parking lots associated with commercial establishments, such as the Golden Eagle Shopping Center, located between the Station and the Turning Basin/Petaluma River, along E. Washington Street[1]. On-street parking is also unregulated and widely available in on the northeast side of the river, with the exception of major arterial streets, such as E. Washington, Lakeville, and D Streets, where curbside parking is restricted.

Downtown Petaluma has more formally designated on-street and off-street parking. In addition to approximately, 700 on-street parking spaces, parking is available in several publicly available off-street parking spaces in the downtown core area, including the:

- Keller Street Garage (336 spaces [20 permit parking only]) at Keller and Western.
- The "A" Street Lot (92 spaces including 47 reserved spaces).
- The Theatre District Garage (a privately owned/operated facility, with 500+ spaces).

No current data are available on the supply or utilization of parking facilities in downtown Petaluma, be they public or private; on-street or off-street. The best available information on parking patterns in the area was collected in 2002, as part of the Petaluma Parking Survey conducted for the City by Wilbur Smith and Associates. It is important to note that in the nine years since completion of that study, significant development has occurred in the area, along with an increased supply of public and private off-street parking; both of which have significantly affected travel and parking behavior in the area.

Existing Parking Regulations: On-Street

Currently, the City of Petaluma does not charge for parking on-street or in the public garages downtown (costs for the operation and maintenance of public parking are covered by general funds, rather than user fees). Curbside parking in downtown Petaluma is managed exclusively through the regulation of time limits for parking (time limits as of 2002, are shown in Figure 10, below). Most curbside parking downtown is subject to two hour time limits on weekdays and Saturdays, although selected block faces on Keller Street and B Street were subject to four hour time limits as recently as 2005.

Corona Road Station Area

Most existing parking within the Corona Road Station area is off-street parking provided in association with private residences and businesses, as required by code (see Figure 1) or free and un-regulated public on-street parking located at curbside within the residential neighborhoods. (Currently, there is no on-street parking permitted on either McDowell Boulevard North or Corona Road.). No data are available on peak occupancy or turnover of public or private parking within the station area; however, on-street parking appeared widely available during weekday site visits in March 2011, and parking availability was not mentioned as a key concern of stakeholders interviewed to date.

The largest supply of off-street parking near the planned station is at Sonoma Mountain Junior College, located approximately one mile to the east on Sonoma Mountain Parkway. The 7,000 student College provides paid off-street parking, but no further information is available on daily/monthly rates, supply, occupancy, or the extent of any spillover impacts on surrounding neighborhoods.

[1] *Note that parking at the Golden Eagle lot is currently restricted to customers and employees. However, the frequent availability of parking at that site is an indicator that the supply of on-street and off-street parking in the area is significantly greater than demand. With the right legal framework and shared parking agreements, property owners, such as the owners of the Golden Eagle lot, may be willing to share existing, underutilized parking facilities with new development*

5.10 Parking Demand Analysis

This section provides an analysis of projected parking demand for each station area, focusing on the impact of two major changes expected for each station area:

1. The development of the station and introduction of passenger rail service (including the integration of local shuttle and feeder transit services, planned by SMART), and
2. The development of new land uses as identified in associated elements of this Station Area Master Plan.

Given the SMART Board's decision to defer construction of the Corona Road Station until a later phase, this Chapter does not contain any detailed analysis of commuter and/or TOD generated parking demand for that station site. Preliminary parking recommendations for the Corona Road Station Area are based on our initial evaluation of SMART's own parking demand projections for that station area, as described in the Draft Environmental Impact Report (DEIR) for the project and subsequent updates to the ridership forecast and station access projections prepared by SMART.

Station-Generated Demand

Projected ridership and mode of access by station

In March of 2011, ridership forecasts for all stations were revised to account for updated projections for future employment within the SMART District (ridership projections are generally 20% lower than as published in the DEIR). Projected ridership for the two Petaluma Stations is shown in Table 5.10.A[2].

Given the Downtown Petaluma Station's distance from US-101, its location adjacent to the Copeland Transit Mall and within easy walking and bicycling distance of historic downtown Petaluma and other urban residential neighborhoods, and City policy calling for mixed-use, transit-oriented development of vacant parcels in the station area, SMART and the City of Petaluma have projected minimal demand for parking at the station, and planned to primarily accommodate patron access by walking, bicycling and public transit.

In contrast, Corona Road Station has always been envisioned as a park and ride station with the potential for future transit-oriented development.

It is important to note that the ridership projections shown in Table 5.10.A were developed before the SMART Board elected to defer construction of and provision of service to the Corona Road Station. SMART has not prepared an updated ridership projection for the Downtown Station to take this change into account. The impact of the deferral on total boardings and access mode share for the Downtown Station is expected to be modest, however, as it is not an attractive location for park and ride access to SMART.

Table 5.10.A: Projected Average Daily Boardings by Station (SMART, March 2011)

Station	Avg. Daily Boardings (2015)	Avg. Daily Boardings (2035)
Downtown Petaluma	131	399
Corona Road	280	608

The travel impacts of deferring a planned service are very different from those created by discontinuing an existing service. Most of the passengers accustomed to using an existing service might reasonably be expected to look for options to closely approximate their established travel patterns, such as accessing the next closest station on the rail line. All of the projected ridership at the Corona Road Station, by contrast, represents the travel demand of commuters whose current mode of travel will likely remain available after the opening of SMART service to Downtown Petaluma (this includes travelers who currently drive-alone, carpool from origin to destination, park and pool [e.g. carpooling from another existing park and ride lot in the US-101 corridor], park and ride transit, or ride existing local and/or regional transit routes all the way from origin to destination [Note: Very few travelers will be expected to switch from walking and/or bicycling to using SMART, as they serve vastly different market areas]). With the deferral of the Corona Road station, most of these travelers can therefore be expected to continue using the mode(s) of travel they use today.

If 10% of the daily riders projected to board at Corona Road in 2015 shift over to the Downtown Station, it would result in an increase in projected ridership for the Downtown Petaluma Station to a total of 159 daily boardings by 2015 (Note: No shift from Corona Road to Downtown is projected for 2035, since the Corona Road Station is expected to be developed and opened for service prior to that date).

Although plans developed prior to the deferral of the Corona Road Station assume no parking demand for Downtown Station users, this analysis assumes that many of the commuters who might otherwise park and ride at

[2] *Current ridership projections are as published in the Ridership Forecast Technical Memorandum, prepared for SMART by Dowling & Associates on February 16, 2011, adjusted per the SMART Financial Plan Update, February*

Table 5.10.B: Mode Share for Transit Access Trips at TOD

Mode of Access	The Crossings-San Antonio Caltrain	Fremont BART	City Center-12th Street BART	Berkeley Downtown BART	Hayward City Center-Hayward BART	Gateway Plaza-Union METRO	Village Green-Sylmar Metrolink	Balboa Park BART	Pleasant Hill BART
Walk	40.7%	7.8%	34.0%	59.3%	10.6%	8.6%	5.0%	19.2%	15.0%
Bike	20.4%	1.0%	1.1%	4.6%	2.8%	0.0%	7.0%	0.5%	2.0%
Transit	9.8%	10.2%	35.0%	18.6%	15.7%	64.5%	16.0%	48.3%	8.0%
Drive Alone	19.5%	62.0%	9.3%	7.4%	55.2%	3.8%	51.0%	8.8%	74.0%
Carpool	8.9%	6.3%	3.1%	0.9%	3.7%	2.5%	16.0%	4.9%	0.0%
Shuttle/Other Mode	0.7%	12.7%	17.5%	9.2%	12.0%	20.6%	5.0%	18.3%	1.0%

Corona Road, but instead use the Downtown Station will access that station by driving or carpooling and seek parking in the immediate area. The projected parking demand associated with these new riders is based on data available from Caltrans that documents established transit access mode share patterns for stations across California[3]. This data, shown in Table 2, was used to create a range of expected mode shares for the Petaluma Downtown Station. Data from nine TODs is presented in Table 5.10.B.

To estimate a range of likely access mode shares for the Downtown Station, this data was used to calculate a low-end share (15th percentile), a median share, and a high-end share (85th percentile) for each primary mode (excluding "shuttle/ other modes," because shuttle service was not available at all comparable stations in the sample in Table 2), as presented in Table 5.10.C.

Assuming conservatively that after SMART service begins and prior to TOD buildout the share of Downtown Station riders who will access the station by driving will be near the high-end of the drive-alone and carpool access mode shares for TOD Stations found in the Caltrans data, 69%, or 109 of the 159 riders will access the station by car. With occupancy of 2.5 persons in the carpool vehicles, the initial daily peak parking demand for the station under this conservative scenario would be 101 vehicles (96 drive alone + 5 carpool vehicles).

Demand does not, however, exist in a vacuum. At any time, the degree to which commuters rely on parking for access to the station, will depend largely on the availability and price of parking, the availability and pricing of alternative modes of access, and the extent to which SMART, the City of Petaluma, and Petaluma Transit encourage or accommodate other modes of access. An effort to shift access toward non-park-and-ride modes that brings driving and carpooling down toward the TOD average rate would result in commuter parking demand well below the current on-site supply (see Table 5.10.D).

Table 5.10.C: Range of Mode Shares Based on Caltrans Data

Mode	Low (15th Percentile)	Median	High (85th Percentile)
Walk	8.0%	15.0%	39.4%
Bicycle	0.6%	2.0%	6.5%
Transit	9.9%	16.0%	45.6%
Drive Alone	7.7%	19.5%	60.6%
Carpool	1.2%	3.7%	8.4%

Table 5.10.D: Long-Range Parking Demand Projections

Year	2015	2025*	2035*
Ridership Projections	159	265	399
Parking Demand - Low	13	21	31
Parking Demand - Medium	33	54	80
Parking Demand - High	102	166	247

As shown, reduced reliance on driving access, in line with what has been achieved in other California station areas with TOD can reduce parking demand, even as ridership increases. Along with the policies and regulations mentioned above, long-term park-and-ride rates will greatly depend on the parking and station access and connectivity elements of the final Petaluma Station Area Master Plan.

[3] *http://transitorienteddevelopment.dot.ca.gov/station/NewStationCompare.jsp*

Development-Generated Demand

There are generally four factors that affect how much parking is built with a particular development project. Each represents a distinct approach to measuring "demand".

- Zoning Requirements: The parking requirements identified in the applicable zoning/ land use development code;
- Market Requirements: The minimum amount of parking needed to finance, gain approvals for, and lease or sell the space;
- Market Opportunities: How many spaces can be built before their costs exceed the value added to the property; and
- Projected Peak-Period Demand: The maximum number of cars that will actually occupy a set of available parking spaces during a typical week, given a particular set of costs and regulations.

Historically, the first two have shown a tendency to require more parking than is necessary, particularly in urban, mixed-use environments. In these environments, the latter two, by contrast, tend to indicate significantly lower parking needs and benefits — the cost of constructing spaces and the wider availability of driving-alternatives reduces the amount of parking that will improve a project's "bottom line". Where the first two factors require developers to build significantly more than is indicated by the latter two, development interest declines, and what does get built is unnecessarily oriented toward cars.

Preliminary Land Use Plan

This Master Plan is recommending a flexible, phased approach to development on the three significant opportunity sites within walking distance of the Downtown Petaluma SMART Station, including the:

- 'Golden Eagle' site, located SE of E. Washington Street, between Weller Street and the Petaluma River
- 'Haystack' site, located between Copeland St., E. Washington Street, E. D Street, and Weller Street
- 'SMART' site (parcel owned by SMART), located SW of the existing rail line, between Copeland, E. Washington, and E. D Street.

In the first Phase of development, each of these opportunity sites would be partially developed, with unbuilt land remaining available for surface parking or other public uses. With the second phase of development, most of all three sites would be built out with residential and/or commercial uses. Some space would remain available for surface parking on the interior of each site, and on-street parking would continue to serve some of commercial and residential parking demand on site. Depending on the specific land uses and observed parking demand during Phase I, it may be necessary to provide some structured parking on the interior of one or more blocks to provide auto access to the site(s).

Given the close proximity of all three sites to each other, to Downtown Petaluma, and to the Downtown Petaluma SMART Station, and uncertainty about (a) what specific uses will be developed on each site (depending on market demand and feasibility), and (b) the sequencing of development on each site, this memorandum analyzes the potential combined parking demand at full build-out of a hybrid scenario, with a mix of land-uses on the upper floors of transit oriented development projects on all three sites. Under this "Evaluation Scenario," for Phase 2, upper floors on the SMART parcel and the Golden Eagle parcel would be all residential, while the upper floors on the Haystack parcel would be split evenly between residential and commercial office uses. Table 5.10.E shows the total number of residential units and the potential floor area of commercial uses and "flex" space (available and adaptable for either residential or commercial use) on all three parcels under this "Evaluation Scenario."

Table 5.10.E: Evaluation Scenario - Potential Uses for Opportunity Sites Near the Downtown Petaluma SMART Station

	Land Use	Square Feet/ Residential Units
Phase I	Commercial	111,800
	Flex	38,000
	Residential	200
Phase II	Commercial	125,900
	Flex	58,000
	Residential	485

Following is a summary of the parking demand projected for these land uses, based on the factors discussed above.

Zoning Requirements

Through 2007, the Smart Code applied to the Central Petaluma Specific Plan Area, including all parcels located between the planned Downtown SMART Station and the Petaluma River required one parking space per housing unit and three spaces for every 1,000 square feet (SF) of gross floor area (GFA).

Per the Central Petaluma Specific Plan Smart Code (6.10.070), these requirements for off-street parking expired on January 1, 2008. Since that time, no new development has occurred on parcels adjacent to the Downtown Petaluma SMART Station. This current planning process represents the City's opportunity to update its approach to managing access and parking for new development in Central Petaluma, balancing the needs of SMART commuters and TOD residents, businesses and visitors with interests of residents and businesses in the surrounding area.

The removal of parking requirements in this area does not mean that no parking will be provided to serve new land uses in the area. Rather, it provides the City and property-owners with the opportunity to craft a plan for land uses, parking and other modes of station access that is most appropriate and cost-effective for each segment of the market (transit patrons have very different access needs than will employees at station area retail establishments). This plan represents an opportunity to evaluate demand for and plan investment in multimodal access to the station and TOD uses, including parking on-street and off-street parking, with provisions to ensure that (a) impacts to parking availability and traffic in surrounding neighborhoods are avoided and/or fully mitigated, and (b) that the cost of providing excessive off-street parking is not a barrier to achieving the City's desired land use and transportation vision for the area.

The code requirements in effect through 2007 were much lower than contemporary norms in the US, even for a downtown district. However, the anticipated arrival of rail transit and plans to redevelop the area surrounding the train station as TOD creates a need to reconsider appropriate parking ratios. It is recommended that the City not establish minimum parking requirements within the Downtown Petaluma Station area, instead leaving it up to project applicants to determine the right amount of off-street parking for the uses they plan to build, based on their best assessment of market demand. This approach offers the benefit of attracting redevelopment interest, reduced development (and therefore end-user) costs, and can help ensure that the eventual set of land uses are in fact oriented toward transit access.

Instead of requiring parking by code, the City can more directly and effectively ensure the availability of on-street parking in the station area and surrounding neighborhoods by adopting a target occupancy rate and managing use of the on-street parking supply using permits, time-limits, pricing, or a combination thereof.

If the City must articulate a minimum parking requirement for development sites within the downtown SMART station area, it is recommended that they be developed and framed as part of a package of access requirements, including investments in commuter, resident and patron access by transit, walking and bicycling. A more appropriate set of minimum parking requirements for the station area should be based on the well-documented efficiencies created by shared parking environments — areas where land uses share common, public parking facilities in lieu of accessory, on-site spaces. Such arrangements have been shown in numerous studies conducted across the county to consistently reduce cumulative, non-residential parking demand to below two spaces per 1,000 square feet (SF) of gross floor area (GFA). A summary of this research on actual demand follows.

[4] *Peak parking demand within a typical week — also referred to as "design-day" conditions as this is the level of demand that parking supplies are most frequently designed to accommodate.*

[5] *"Parking Demand Model Results and Recommendations", Wilbur Smith Associates, for Metropolitan Transportation Commission, 2007. Cities included were Union City, Vallejo, Morgan Hill, Menlo Park, and Hercules, CA.*

Projected Peak-Period Demand

Historical data indicate that where shared parking supports most land uses within mixed-use, walkable precincts in cities of comparable size to Petaluma, aggregate peak-period parking demand[4] for non-residential uses rarely rises above two spaces per 1,000 SF of GFA, and typically peaks much lower than that. Examples of demand measures from recent studies and surveys of such areas include:

- A 2007 study for the Metropolitan Transportation Commission of small city downtowns in the San Francisco Bay region. Based on a combination of Urban Land Institute (ULI) and Institute for Transportation Engineers (ITE) projections, existing parking requirements, demand surveys, and shared parking models, this study estimated that non-residential parking demand averages 1.77 spaces per 1,000 SF of GFA in the peak-hour.[5]
- A 2005, Nelson\Nygaard study including demand surveys of four California and Washington State downtown districts, each of which benefit from shared pools of public parking, but lack access to rapid transit service. Surveys indicated a non-residential parking demand rate ranging from 1.6 to 1.9 spaces per 1,000 SF of GFA.[6]
- A 2005 study of mixed-use centers across six small cities in New England by Wesley E. Marshall, and P.E. Norman W. Garrick, Ph.D. found that, on average, parking demand peaked at about 1.8 spaces per 1,000 SF of non-residential building area.[7]

Table 5.10.F presents a summary of these findings.

Providing a supply of shared off-street parking for non-residential uses that is 5% higher than estimated peak demand is standard practice, intended to ensure that a few spaces within each facility remain available for newly arriving users at all hours. With higher turnover of spaces and greater traffic impacts from searching and circling for parking, the standard practice for on-street parking is to set policy, price, and/or supply to ensure that approximately 15% of spaces are available at all times.

Table 5.10.F: Peak-Hour Demand Estimates Summary

Source	Locations	Avg. Aggregate, Non-Residential Demand (per 1000 sf of Gross Floor Area)
Nelson\ Nygaard Study	California and Washington State	1.75
Marshall & Garrick Study	New England	1.84
MTC Study	San Francisco Bay Area	1.73
Average Estimated Parking Space Demand per 1000 sf of Non-Residential Land Use		**1.77**

Because the development scenarios under consideration for the station area all accommodate a significant share of the short-term parking demand with on-street parking, the total parking supply will need to be approximately 10% greater than the estimated aggregate parking demand at the peak hour. Based on these assumptions, and the average estimated parking demand in comparable mixed-use districts (1.77 parking spaces per 1,000 SF GFA), the baseline scenario for the analysis of parking supply and management options for mixed-use TOD projects near the Downtown Petaluma Station is one space per market-rate housing unit and 1.96 parking spaces per 1,000 SF of non-residential Gross Floor Area (GFA), permitting 10% of spaces to be available at the peak hour. Note: As required by City policy, 15% of the residential units developed on these key opportunity sites will be available at below market rates. A wide body of evidence confirms that vehicle ownership and parking demand is significantly lower for low income households than median or higher income households, and is lower for renters than for homeowners.[8] Moreover, parking utilization rates are lower still for income restricted residential units located within walking distance of transit, and those with priced parking.[9]

[6] *"Parking Demand in Mixed-Use Main Street Districts", Nelson\Nygaard, 2005. Cities included were Chico, Palo Alto, and Santa Monica in California, and Kirkland in Washington.*

[7] *"Parking at Mixed-Use Centers in Small Cities", Wesley E. Marshall, and P.E. Norman W. Garrick, Ph.D., 2005.*

[8] *For a summary of evidence, see Litman, T. (2011). Parking Requirement Impacts on Housing Affordability. Victoria Transport Policy Institute, February, 2011.*

[9] *Holtzclaw, J. (1994), Using Residential Patterns and Transit to Decrease Auto Dependency and Costs. Natural*

Table 5.10.G: TOD Parking Demand - Baseline Scenario

Land Use		Evaluation Scenario: Proposed Development (sf/units)	Evaluation Scenario: Baseline Estimated Peak Period Demand[1]	Evaluation Scenario: Supply to Meet Baseline Peak Demand[3]
Phase I	Commercial	111,800	198	220
	Flex	38,000	67	75
	Residential[2]	200	185	185
	All	-	450	480
Phase II	Commercial	125,900	223	248
	Flex	58,000	103	114
	Residential[2]	485	448	448
	All	-	774	810

[1] Assumes Commercial Demand = 1.77 spaces/sf of Gross Floor Area; "Market Rate" Residential Demand = 1 space/unit, and "Below Market Rate" Residential Demand = 0.5 spaces/unit.

[2] Assumes 15% of Residential Units on Site are "Below Market Rate," as required by City policy.

[3] Consistent with professional best practice, this memorandum recommends that parking associated with commercial uses on all three sites be supplied even during periods of peak occupancy. Given uncertainty about the balance and location of land uses on each site and the consequent balance of on-street and off-street parking space provision during Phase II, it is assumed that the aggregate supply necessary to accommodate the uses contemplated in this Evaluation Scenario should be approximately 10% greater than estimated peak period demand for commercial uses. Because most of the residential parking is proposed to be dedicated to individual unit occupants, no supply cushion is necessary to maintain availability, so proposed supply is equivalent to estimated peak demand.

Table 5.10.G identifies the total amount of parking that would be provided to serve TOD on the SMART, Haystack and Golden Eagle properties, based on estimated demand under a baseline scenario, assuming no user fees for parking, dedicated parking for all residential units, and the 10% supply cushion noted above (Note: this baseline scenario assumes shared commercial parking and does account for the impact of transit on parking demand. It does not however account for the impact of any transportation demand management measure specifically tailored to the land-uses in this station area, for unassigned (shared pool parking) for residential units, nor for any sharing of parking between residential and commercial uses.

The estimates of baseline peak period demand and the combined on-street and off-street parking supply required to accommodate such demand, shown in Figure 8, do not represent the final parking supply proposal for this Station Area Master Plan. The next sections of this memorandum provide (1) a review of the cost of providing off-street parking associated with, or independent of TOD in the station area, (2) a review of existing station-area supply, including opportunities for shared public use of existing but underutilized off-street parking facilities, (3) a review of the costs and potential impact to parking demand (and associated supply requirements) of several parking and transportation demand management measures, including potential cost savings from reduction in surface parking, and (4) an assessment of the financial feasibility and marketability of TOD with lower than conventional parking ratios.

Station-Area Supply

This section presents options for providing parking for initial years of service. Implications of medium- and long-range demand, as presented in Table 5.10.G, are assessed further below, as part of the demand and supply analysis for the Station Area Master Plan.

Existing - Public

Approximately 50 off-street parking spaces are available in the surface lot immediately adjacent to the Petaluma Depot. The lack of parking restrictions on many nearby streets creates additional free parking opportunities for station-goers. No parking is allowed, however, on the streets immediately adjacent to the station — Copeland, E. Washington, Lakeville, and East D Streets. The City's interest in developing means by which to protect residential neighborhoods from parking spillover is also likely to further restrict current on-street parking options by the time SMART service is introduced.

Existing - Private

Parking is currently widely available within several private surface lots within a few blocks of the station. Most of these are located within the planned development site. While awaiting build-out of the area, however, these locations provide several options to use existing parking facilities to provide station-access through negotiated sharing arrangements with lot owners.

The image above, for example, identifies 36 spaces (in green) that could be made available to station users on weekdays if a formal shared parking agreement can be reached between the City, the property owners/CVS, and SMART. This could likely be done with no impact to parking availability for the commercial uses on site, because weekday park-and-ride demand tends to peak during the middle of the day when demand for retail goods and services is typically well below the level to which their parking facilities are typically designed.

The most convenient spaces for rail station users — those furthest to the north and east within the lot — are those least likely to be used by retail customers during off-peak conditions. For the retailers, the sacrifice of a few dozen spaces that would otherwise sit idle brings more cars and people into their lot each day. For these reasons, designating lot-perimeter spaces as available to transit riders has become a common strategy to expand park-and-ride opportunities without having to develop costly new facilities. An agreement between the City or SMART and the lot owner and retailers should, therefore, be explored.

Another potential shared parking opportunity prior to full development of the Haystack parcel is the existing private lot located on the NE side of Weller Street, directly across from the Grocery Outlet.

Planned Supply

In addition to these existing opportunities, a series of changes to station-adjacent roads and vacant parcels are being considered as part of the overall SMART Station Design and this Station Area Master Plan. Most of these changes would take place in the short- to medium-term, prior to full buildout of TOD projects on all three opportunity parcels located SW of the station. Those most relevant to parking supply and demand are presented below.

Near-Term:

- Construct a new two-way street (Station Access Road) adjacent to the Depot, in the same alignment as the existing one-way station access lane. This street will accommodate one travel lane in each direction, with a flexible parking/loading/access lane on each side.
- Replace existing on-site parking with:
    - Parallel on-street parking on the southwest side of the new Station Access Road
    - New surface parking constructed as necessary on the adjacent parcel owned by SMART. Off-Street parking would be maintained on the SMART parcel, as needed, until such time as its removal is necessary for transit-oriented development on the site.
- Construct a new two-way street from Weller Street through the middle of the former Haystack parcel and the SMART-owned parcel ending in a T-intersection with the new Station Access Road. This street will accommodate one travel lane in each direction, with a flexible parking/loading/access lane on each side.

Medium-Term:

- Accommodate parking for the station, the Arts and Visitor Centers and new development both on street and in shared off-street parking facilities developed as an integral part of the Station Area Master Plan.

Long-Term:

- Develop on-street parking and/or load/unload zones along the southeast side of East Washington Street and the northwest side of East D Street from the Station Access Road to Copeland Street (eventually extending all the way to the River along both streets). prioritizing curb space by proximity to the station platforms in the following order:
    - SMART Shuttles
    - Private Shuttles
    - Petaluma Transit routes with schedules coordinated with SMART
    - Taxis and Passenger Load/unload
    - Other Petaluma Transit routes
    - Sonoma Transit
    - Golden Gate Transit
    - Carpool Parking
    - Single-Occupant Vehicle Parking

These and other proposed circulation and station-access changes are presented in the previous Figures 5.5.A and 5.5.B.

5.11 Parking Analysis Conclusions

Existing parking supplies and planned supply expansions are sufficient to provide auto access to the Downtown Petaluma SMART Station and the associated TOD of nearby parcels. Modest initial ridership projections and opportunities to manage park-and-ride demand as ridership increases — particularly as the planned TOD build-out begins — should minimize the need for new supply, allowing the parking developed on the SMART property to eventually be replaced with new land uses and shared parking. If some of the near-term parking-expansion improvements outlined above are not implemented by the time service is initiated, identified shared parking opportunities can provide ample supply until they are completed.

Nelson\Nygaard recommends that SMART, the City of Petaluma, and Petaluma Transit invest in policies and actions that make use of these opportunities to ensure that alternatives to park and ride access become the norm at this location. Proven, cost-effective investment options include:

- Providing transit passes to area employees;
- Promoting a shared-parking/ park-once parking market in the station area;
- Pricing public parking resources;
- Improving local pedestrian networks;
- Providing quality local bike lanes and ample bike parking both at the station and associated with new land uses in the station area; and
- Promoting high-level TOD throughout the station area.

Market Requirements and Opportunities

A market analysis was conducted to assess the amount of parking needed to both meet lenders' requirements, potential retail tenant models, and to maximize the value of the project (including avoiding eroding its marketable qualities as a true, walking-oriented TOD). Details are provided in the Petaluma SMART Station Area Market Demand Analysis prepared by Urban Advisors, Inc . Highlights related to parking include the following:

- Parking is a significant cost-factor (and potential cost-barrier) to financing and development of TOD in the Downtown Petaluma Station Area. At an estimated cost of $27,000 per space, it would cost up to $20 million to build structured parking for all land uses on these opportunity sites according to conventional practice. That includes $5 million for each of four potential parking structures on the SMART and Haystack parcels. The cost of this parking is roughly equal to the cost of current City impact fees on a per unit or per square foot basis.
- Market analysis confirms that lenders, developers, and retailers familiar with mixed-use, TOD in the San Francisco Bay Area have experience with urban development models with little or no parking and are likely to be willing to support development of individual projects in Petaluma with lower than conventional suburban parking ratios, in these rail and transit served locations, provided that shared parking agreements are reached and a comprehensive plan for access and parking management is in place.

In concert with the draft plan for phased development of the three primary opportunity sites near the station (the Golden Eagle site, the Haystack site, and the SMART site), it is recommended a phased approach to the supply and management of parking in the immediate area.

During the first phase, with only partial development of each parcel, a significant amount of land will remain available for surface parking located behind or in some cases to the side of new buildings. Completion of the streetscape improvements included in the first phase of this Plan will also allow for the supply of new on-street parking and loading zones (on curb space that is not prioritized for buses, shuttles, or taxis). In subsequent phases of development, the supply of parking may be more constrained, as additional buildings are developed on vacant land and on selected surface parking lots. During this second phase, the number of parking spaces (both on street and off-street) provided for every 1000 square feet (Gross Floor Area) and for every residential unit developed can be lower than in the first phase. Factors reducing demand for parking in Phase II include the following:

- With improved transit service, and an increase in the development of new uses and activities on each site, more residents and visitors will be able to access more goods and services locally, without driving.
- At the same time, the high capital cost of structured parking will encourage property owners and tenants to economize on parking, sharing existing parking facilities where possible, and adopting pricing, policies and regulations that encourage shared use and high turnover to ensure parking availability.

The key to getting the supply right and ensuring the availability of parking during Phase II is to collect comprehensive data on parking patterns on-site, on-street, and in the surrounding neighborhoods during phase I. Survey data on observed peak period utilization rates on-street and in off-street lots can help inform the City and property-owners' decisions about the appropriate supply of parking for Phase II, and the appropriate pricing and regulatory measures to take to maintain parking availability near the station and prevent spillover parking impacts to surrounding neighborhoods.

5.12 Parking Recommendations

Based on the evaluation of parking demand for commuters, visitors, and SMART patrons, and the assessment of market requirements and opportunities, the following are recommendations for the supply and management of parking and investment in complementary modes of access and transportation demand management programs in Petaluma's SMART Station Areas.

1. Share Parking

All new non-residential parking in the Downtown Petaluma Station area is proposed as shared parking — spaces that are available for public use, rather than reserved for the tenants and visitors associated with any particular property or set of properties. This greatly increases the capacity of the proposed supply in two ways:

- Internal Capture: by eliminating the need to "re-park", drivers can walk between local destinations, the total number of spaces required per trip; and
- Off-Setting Peaks: shared supplies make use of the fact that parking demand tends to peak at different times among different land uses to reduce the total supply needed to support all area destinations.

Sharing these spaces, while providing reserved parking for residents, will reduce the amount of parking necessary to:

- Accommodate demand generated by land uses on these key opportunity sites;
- Satisfy financial backers: and
- Maintain optimal market appeal.

Before constructing new parking facilities, especially any parking facility that might be contemplated to accommodate demand for commuter parking (park and ride), the City and SMART should investigate and pursue opportunities for the shared use of underutilized parking spaces in existing lots nearby.

2. Design Parking For Flexible Use

To support the shared use of new off-street parking resources, parking facilities should be designed for flexible management and use to allow maximum adaptability to new conditions. This means designing surface parking lots built during Phase I in a way that permits future conversion of lot corners to new TOD. Additionally, both surface parking and structured parking that is initially intended for restricted use (most likely for dedicated use by residents) should be designed so that some or all restricted spaces may be converted to publicly available spaces in the future. This means installing moveable gate arms that can be shifted within the facility to restrict access to smaller or larger share of spaces, as needed by future tenants, and designing lot circulation patterns to permit flow through the entire facility in a future shared parking scenario.

3. Expand Supply in Phases

Supply non-residential parking at 1.7-1.9 spaces/1,000 sq. ft. GFA.

Consistent with the level of parking demand found in similar mixed-use main street districts in small cities and suburban areas, a combination of on-street parking and off-street parking can be provided at a ratio of approximately 1.7-1.9 spaces per 1000 square feet of gross floor area for non-residential uses and 1 space per unit for market-rate residential land uses, to support the scale and type of development envisioned in this plan. The City should not require a specific amount of off-street parking for each use, but instead work with property-owners and developers to identify options for sharing parking and reducing parking demand by simultaneously investing in transportation demand management programs and improving access to the site by other modes of transportation.

Reduce Later-Phase Supplies Even Further.

As the first phases of the SAMP are implemented, close monitoring of parking demand will provide valuable insight on how much parking should be built to support later phases. Experience with early phases will provide valuable data on actual parking demand by different groups of users at different price levels; this should be taken into account during detailed planning for subsequent phases. At nearly $30,000 per space (for structured parking), reducing excess spaces at later-phase parking facilities will provide critical costs savings; encouraging further development of desirable land uses and reducing user-end costs for residents, businesses, and patrons.

4. Invest in Transportation Demand Management

While the shared parking approach proposed for these facilities should allow later-phase facilities to be built at lower ratios than those proposed in Table 5.10.G, early investment in demand-management strategies can, by demonstrating cost-effective parking-reduction benefits, bring down the ratios at which later-developed land uses are parked. Some best-practice strategies that should be considered for early adoption include the following.

Unbundling Parking Costs

Property owners should encourage reduced parking consumption by selling and/ or leasing parking access separately from the sale and/ or lease of building space/ dwelling units. This can, not only help reduce the cost of housing and commercial-use space, it provides direct economic incentives to drive less and own fewer cars. The City may adopt an ordinance requiring unbundling of parking costs for the lease or sale of new residential and/or commercial developments in station areas, or Citywide.

Parking Cashout

The majority of all employers provide free or reduced price parking for their employees as a fringe benefit. Under a parking cash-out requirement, employers are allowed to continue this practice on the condition that they offer the cash value of the parking subsidy to any employee who does not drive to work. The primary benefit of parking cash out programs is their proven effect on reducing auto congestion and parking demand.

Other benefits of parking cash out include:

- Provides an equal transportation subsidy to employees who ride transit, carpool, vanpool, walk or bicycle to work.
- Provides a low-cost fringe benefit that can help individual businesses recruit and retain employees.
- Employers report that parking cash-out requirements are simple to administer and enforce, typically requiring just one to two minutes per employee per month to administer.

State law currently requires all those employers that lease parking and have 50 or more employees to offer parking cashout, but there is no state program to implement this requirement. The City may adopt a local ordinance requiring compliance with the state law, and/or encouraging or requiring employers with 10-50 employees to implement parking cashout.

Transit Benefits

Encourage inbound commuters to use transit by providing them with free, unlimited-ride transit passes. This has been shown to be very effective at increase inbound commuter mode shares for transit. As such, this strategy can provide a co-benefit in helping to support the new rail service.

Car-Share Parking

Access to car-share vehicles has been shown to reduce vehicle-ownership rates among on-site residents, and can reduce common barriers to transit use among on-site residents.

Bike Parking

Providing ample bike parking can help increase cycling rates among commuters and visitors, and reduce car ownership among residents.

5. Price off-street parking

Charging for parking is the most direct way to both reduce parking demand, and ensure that end-users carry more of the cost of providing off-street accommodations. Parking demand is often equated with demand for free parking. Adding a direct cost to parking, however, can quickly bring demand in line with available supplies — which makes much better economic sense than trying to bring supplies in line with demand for free parking. To support shared use of publicly accessible off-street parking by employees, visitors, and residents of new buildings on each of the opportunity sites in the Downtown Petaluma Station area, and by SMART patrons, parking can be managed as follows (Note that any effort to manage the supply of off-street parking on the Golden Eagle, Haystack and/or SMART-owned parcels of land in the vicinity of the Downtown Petaluma Station Area should include an analysis of the impact of available parking in nearby areas, including the Theatre District Garage. Ideally, the City will coordinate the monitoring and management of on-street and off-street parking on both sides of the river to ensure that prices in one area are not set so high as to push an overwhelming number of parkers to use spaces on the opposite side of the river).

Permit free or reduced-price short-term parking

To encourage turnover of parking spaces as necessary to support local retail businesses, property-owners should be encouraged to provide free or reduced price parking for the first two hours.

After first two hours, price all shared non-residential parking by the hour

Ideally, parking rates for all non-residential users should be set by the hour (at rates comparable to the cost of parking on-street, if pricing is pursued as a means of managing demand for on-street parking), rather than by the day or month. This would travelers to consider parking as a variable cost of access to the site, rather than a fixed cost that -- once-paid -- encourages them to drive to the site.

Allow SMART patrons to park in available shared lots

Under this approach, SMART patrons would be treated no differently than patrons or employees of businesses in the new transit-oriented developments. Those making a quick trip 2-4 hour trip to Santa Rosa by train might be willing to pay the standard hourly fee for several hours for the privilege of parking close to the station. Hourly pricing of off-street parking would discourage many SMART patrons from regularly parking all-day in these lots, with many likely using these lots on an occasional or as-needed basis.

6. Adopt an on-street parking availability target

To maintain the availability of on-street parking in both station areas and to prevent spillover parking impacts in surrounding areas, the City can adopt a policy target for the availability of parking spaces by block face and manage as follows to meet the target:

Adopt a 15% availability target

The most direct way to ensure the availability of on-street parking for people seeking to access the district is to set a policy goal of maintaining approximately 15% vacancy of on-street parking spaces on any given block face. Achieving the 15% vacancy goal will mean that there will always be at least one to two spaces per block face available for incoming cars and trucks to use. This means that new arrivals to the Station area can always find a parking space within a block or two of their destination, reducing the traffic tie-ups that can occur when people continuously search and circle to find free, but limited on-street parking. UCLA Professor Donald Shoup, argues that with 15% of on-street spaces vacant, cities make the most efficient use of their on-street parking supply.[11]

Monitor Occupancy

To ensure that parking availability is maintained over time the City, and/or the private property owners should annually monitor the occupancy of on-street and off-street parking facilities, both within the immediate station area and in surrounding neighborhoods. The City may be able to use the License Plate Recognition (LPR) equipment that the Petaluma Police Department currently uses to monitor compliance with on-street parking time limits in downtown Petaluma, to collect data on parking occupancy and turnover in and around each station area.

[11] *Shoup, Donald (2004). The High Cost of Free Parking, Washington, DC: APA Planners Press.*

7. Manage to achieve the availability target using pricing or time limits

Pricing on-street parking to manage demand

As with any good or service, demand for on-street parking varies with the price charged. On block faces within the District where occupancy consistently exceeds 85%, and where vehicle turnover rates (the number of different vehicles parking in a given space during the course of a day) are highest, the City may consider installing and operating adjustable rate parking meters as a means of managing parking demand to maintain the availability of parking, consistent with adopted vacancy goals. It is important to note that in order to achieve vacancy goals under this option, parking meters should be installed and operated for the primary purpose of managing demand, rather than for revenue generation. Managing for the purpose of revenue generation might result in higher parking rates during non-peak hours, and higher or lower parking occupancy and turnover than are acceptable to District stakeholders. One key to ensuring that parking meters do not become utilized by the City as primarily a revenue mechanism is to establish a Parking Benefit District (PBD), as described subsequently (Recommendation 9), with a commitment to return all revenue to the District to fund streetscape and other access improvements and programs on the same blocks on which the revenue was raised.

Regulate on-street parking to manage demand

As an alternative to pricing parking, the City may opt to manage parking using time limits or permits. In the highest turnover areas – particularly in the immediate vicinity of each station – the preferred approach to regulating on-street parking may be to establish 1-hour or 2-hour time-limited parking zones.

8. Prevent spillover parking impacts in surrounding neighborhoods with new permit parking zones

If parking occupancy surveys on neighborhood streets are conducted as part of the parking availability monitoring program identify areas where occupancy regularly exceeds 85% on neighborhood streets and it is clear that many of the parkers are SMART patrons, or commuters or visitors to the new land uses developed near the station, the City can establish a permit parking program to prioritize curb space for local residents and/or businesses. To make paid permit parking politically feasible, the City may elect to "grandfather in" certain existing residents and businesses, charging them lower permit fees or no fees at all. A permit parking program can also provide a flexible tool for residents or small businesses in the district that worry about loss of currently available on-street parking resources. Any permit program should be designed and managed in a way that ensures that the total number of parking permits issued and sold does not result in parking occupancy that exceeds 85% on any single block face in the District. As with the management of meter rates, described in the previous section, the City should periodically monitor parking occupancy and turnover throughout the permit district and adjust the supply and price of permits, as necessary to maintain 15% vacancy on all blocks.

9. Establish Parking Benefit Districts

Net revenues from paid on-street parking should fund public improvements that benefit the blocks where the money is collected. If parking revenues seem to disappear into the General Fund, where they may appear to produce no direct benefit for the area where they are collected, there may be little support for installing parking meters, or for raising rates when needed to maintain decent vacancy rates and prevent cruising traffic. But when Station Area merchants and property owners can clearly see that the monies collected are being spent for the benefit of their blocks, on projects that they have chosen, they are more willing to support market rate pricing.

Chapter 6: Infrastructure

This page intentionally left blank.

6.1 Overview

This Chapter analyzes the necessary infrastructure that will be required to support future development within the Petaluma SMART Rail Station Areas TOD Master Plan. The Chapter includes planning level cost estimates in order to determine an "order of magnitude" amount of funding that will be required to implement the master plan. Although the infrastructure improvements will be designed to accommodate the full capacity at proposed build-out, the master plan will not be completed all at once, so priorities and phasing of construction are discussed. With an understanding of the "order of magnitude" infrastructure cost, potential funding sources and financing mechanisms are identified.

6.2 Infrastructure Needs Analysis

Downtown Station Development Area

The significant opportunity sites for development within the master plan areas are in the downtown area between the SMART station and the Petaluma River and between East Washington Street and East D Street. The proposed program for this area includes a mix of residential units and commercial space with parking structures and public open spaces. The infrastructure improvements will include the installation of new streets as well as redesign of existing streets. Utility improvements within the street framework will also be included to serve the proposed build-out of the master plan. Public open spaces along the Turning Basin water front will be created to link the new SMART station with the heart of the Petaluma downtown.

Street Surface Improvements

The existing streets of East Washington, East D, Copeland and Weller provide the framework of blocks for the development parcels. A new street along the new SMART station frontage ("New Station Access Street") will be installed between East Washington St. and East D St. to provide circulation for the station. A new street half way between and parallel to East Washington St. and East D St. ("New Transverse Street") will be installed from Weller St. to the station. New streets will also be installed to provide access to The Turning Basin from East Washington St. ("New Neighborhood Square Street") and to provide riverfront access along Turning Basin to Weller St. ("New Riverfront Street").

"Order of magnitude" costs for these street improvements are identified in the following Table 6.2.A. Detailed preliminary cost estimates can be found in Section 6.5.

The estimate includes costs for pavement overlay of existing streets and a full structural section for new streets and portions of existing streets that will be widened. All streets will have new curb and gutter with bulb-outs at the intersections to provide for shorter crossing distances for pedestrians. Existing curb and gutter along East Washington, East D, Copeland, and Weller will be removed and replaced with new curb and gutter. New sidewalks from 12' to 17' wide will be installed on each side of every street. Median islands with street trees, decorative street lights, and landscaping will be installed along East Washington St., portions of East D St., and the New Transverse Street.

The majority of the cost comes from the street sidewalks, furnishings and landscaping that will be part of the design for each street. Street trees with grates and decorative street lights with banners will line both sides of the street. Benches, trash receptacles, and other street furniture along with container planting will be located along the street frontages. Each intersection will contain cross walks at each corner that will have specialty paving.

New traffic signals will be installed at the intersection of Copeland St. and East D St. and at the intersection of East Washington and New Turning Basin Access (the western street). With the new lane configurations, the existing signals at East Washington/Lakeville, East D/Lakeville, and Copeland/East Washington will need to be modified.

Utility Improvements

The proposed downtown development area is generally well served with public utilities and will not require a significant amount of infrastructure costs to serve the proposed build-out of the development.

"Order of magnitude" costs for these utility improvements are identified in the following Table 6.2.B.

A new 18" water main along East Washington Street is planned for installation in 2012. Existing 8" and 12" water mains are located within Copeland St., Weller St., and a portion of East D St. The development area anticipates buildings with 4 to 5 floors which will require the capability of high water flows for fire protection. With the installation of new 12" water mains in the new streets, the grid of water mains will be complete, providing a network that will be able to serve the proposed development build-out. Refer to the attached "Water System" exhibit that shows existing and proposed water improvements.

The development area is well served for sewer, with existing large trunk sewer mains along Lakeville St., East D St., Copeland St., and a portion of Weller St. The proposed development will need to install 8" collector mains in the new streets and will be able to discharge into the existing trunk sewer mains. Refer to the attached "Sewer System" exhibit that shows existing and proposed sewer improvements.

With new Low Impact Development (LID) requirements, the storm water runoff coming from developed sites may be required to mimic pre-developed conditions. Therefore, upsizing of storm drain mains may not be required with development. However, LID also requires water quality treatment of runoff coming from impervious surfaces. While on-site building improvements will treat and possibly detain runoff from building roofs, specialty storm water inlets with treatment components will need to be installed to handle runoff from streets and sidewalks. Refer to the attached "Storm Drain System" exhibit that shows existing and proposed storm drain improvements.

The Central Petaluma Specific Plan identified proposed 24" and 30" storm drains along the New Transverse Street to serve the specific plan. The cost for these storm drain mains have been included in the plan and cost estimate. Current Phase II Storm Water Regulations do not require storm water detention for a 2 year event in areas that directly discharge to portions of the river that are tidally influenced. Storm water detention for 10 and 100 year events may not be required in the lower reach of the watershed and should be analyzed further.

There are existing electrical transmission lines along East D St. that will most likely need to be relocated with the new street configuration proposed for East D St. Undergrounding electrical transmission lines is very expensive and is typically upwards from ten times the cost of undergrounding distribution lines. Therefore, the cost for relocating (not undergrounding) the transmission power poles has been included. Distribution of electrical, telephone, and cable are also along a separate set of poles on the south side of East D St. and a set of poles along Copeland St. These facilities are proposed to be installed underground. New joint trench facilities will be installed in the new streets to serve the proposed development.

Public Open Space Improvements

The proposed public space improvements within the development area will create an important link between the new SMART station and the heart of the Petaluma downtown. These public spaces are primarily located along the Turning Basin waterfront and extend to East Washington through a small park and extend to the station within a linear park/median along a portion of the New Transverse Street. The plan also includes an amphitheater along the Turning Basin waterfront. The costs for these types of improvements can vary widely, depending on how elaborate or minimal the design ends up being.

Table 6.2.A: Downtown Station Area Street Surface Improvement Costs

East Washington Street	$2,000,000
East D Street	$1,300,000
Copeland Street	$1,400,000
Weller Street	$1,100,000
New Station Access Street	$870,000
New Transverse Street	$1,000,000
New Neighborhood Square Streets	$950,000
New Riverfront Street	$490,000
Total	**$9,110,000**

Table 6.2.B: Downtown Station Area Utility Improvement Costs

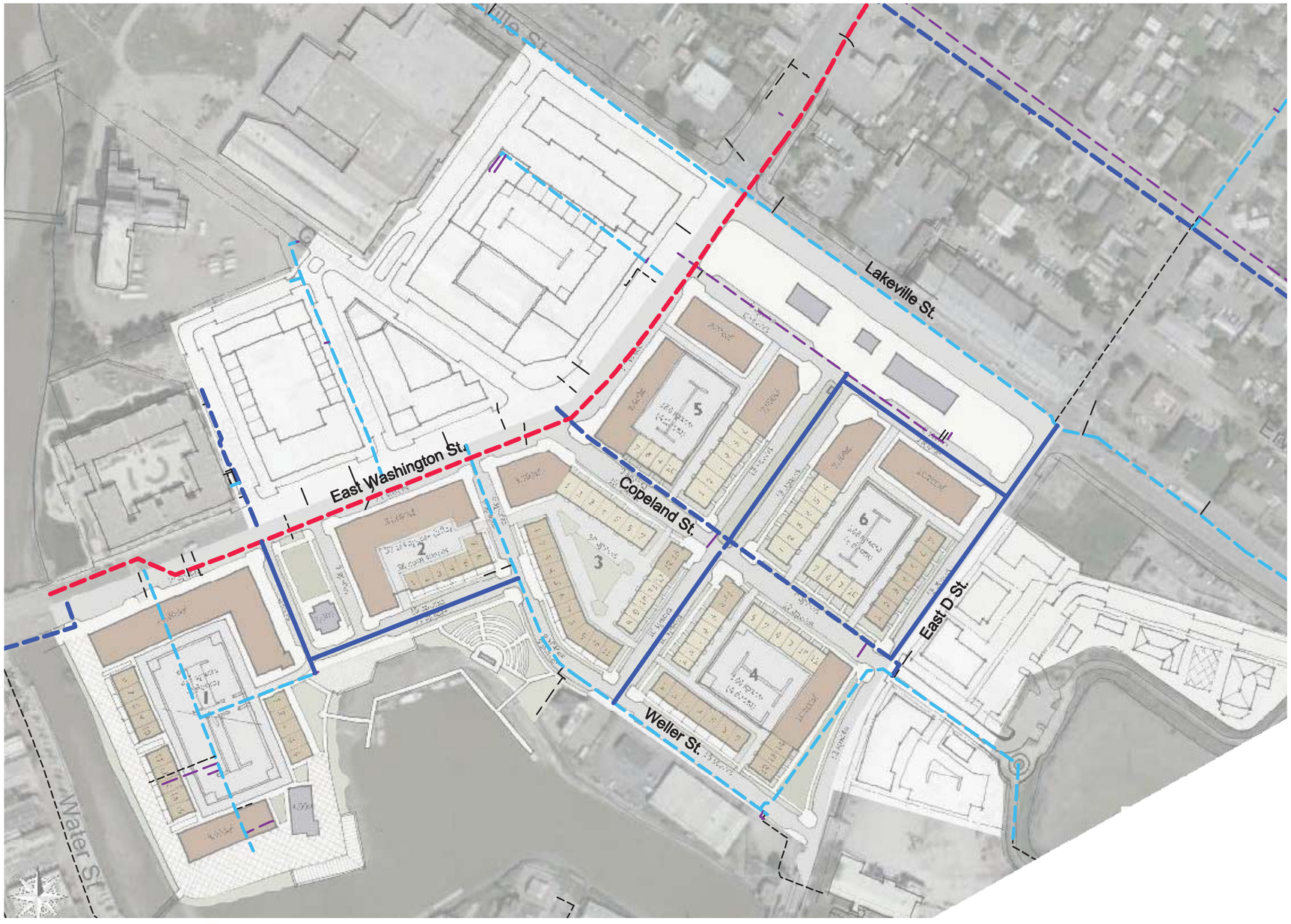
Water	$610,000
Sewer	$510,000
Storm Drain	$930,000
Franchise Utilities	$1,000,000
Total	**$3,050,000**

Table 6.2.C: Downtown Station Area Public Open Space Improvement Costs

Neighborhood Square	$200,000
Turning Basin Public Open Space Improvements	$2,300,000
Amphitheater	$800,000
Total	**$3,300,000**

This page intentionally left blank.

Downtown Station Area Water System Map



LEGEND

EXISTING	PROPOSED
18" Water*	
12" Water	
8" Water	
6" Water	
4" & Smaller	

* 18" Water Main Planned for Installation in 2012

NORTH

scale 1" = 200' (0, 200, 400 feet)

CARLILE • MACY
Civil Engineers • Urban Planners • Land Surveyors • Landscape Architects
15 Third Street, Santa Rosa, CA 95401
Tel (707) 542-6451 Fax (707) 542-5212

Downtown Station Area Sewer System Map

LEGEND

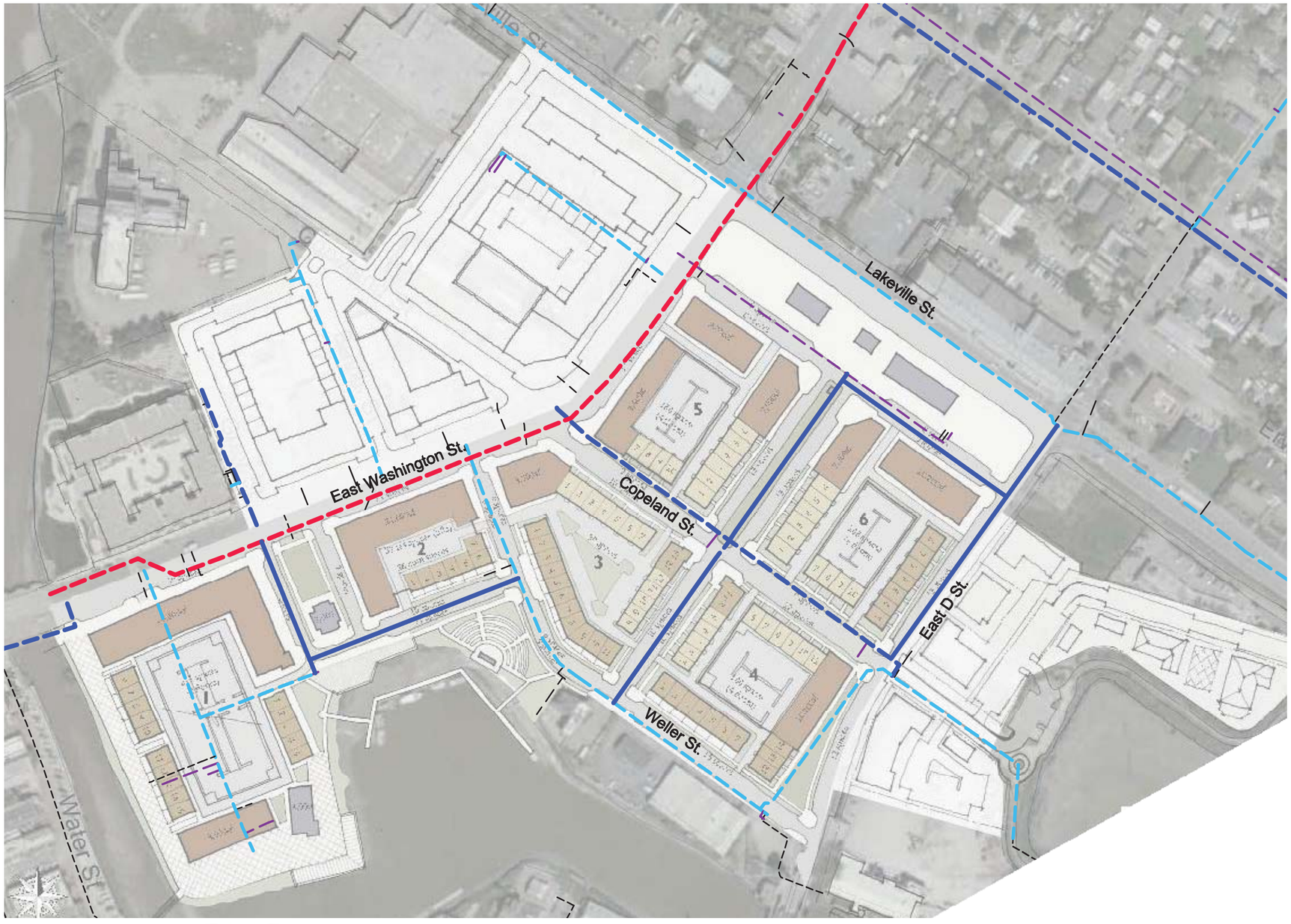
EXISTING	PROPOSED
48" Sewer	
36" Sewer	
24"-27" Sewer	
10"-12" Sewer	
8" Sewer	
6" & Smaller	

NORTH

0 200 400
scale feet
1" = 200'

CARLILE • MACY
Civil Engineers • Urban Planners • Land Surveyors • Landscape Architects
15 Third Street, Santa Rosa, CA 95401
Tel (707) 542-6451 Fax (707) 542-5212

Downtown Station Area Storm Drain System Map



LEGEND

EXISTING		PROPOSED
	30" Storm	
	24" Storm	
	21" Storm	
	18" Storm	
	15" Storm	
	12" Storm	
	4"-10" Storm	

NORTH

0 200 400
scale feet
1" = 200'

CARLILE • MACY
Civil Engineers • Urban Planners • Land Surveyors • Landscape Architects
15 Third Street, Santa Rosa, CA 95401
Tel (707) 542-6451 Fax (707) 542-5212

Connectivity Improvements

The recommended access and connectivity enhancements for the Corona & Downtown Station Areas are identified in Chapter 5 (Access, Connectivity, and Parking)

Downtown Station Area

Many of the recommended improvements for the Downtown Station Area identified in Chapter 5 (Access, Connectivity, and Parking) are located within the Downtown Development Area and have been included in the costs discussed earlier in this memo. Other recommended improvements are part of the long range master plan. While all the recommended improvements identified in Chapter 5 (Access, Connectivity, and Parking) are an important part of the overall master plan, this section includes costs for more of the immediate improvements necessary to provide access to the station. Full descriptions of the following item numbers are listed in Chapter 5 (Access, Connectivity, and Parking):

1 Crosswalk Safety Improvements
10 Erwin Street Sidewalks
12 Jefferson Street Sidewalks
13 Wilson Street Sidewalks

Corona Station Area

The priority improvements within the Corona Station Area are sidewalks and pathways within the business parks along N. McDowell Blvd. and Corona Rd. along with crossing improvements and pathway connections within the residential neighborhoods. While all the recommended improvements identified in Chapter 5 (Access, Connectivity, and Parking) are an important part of the overall master plan, this section includes costs for more of the immediate improvements necessary to provide access to the station. Full descriptions of the following item numbers are listed in Chapter 5 (Access, Connectivity, and Parking):

1 Sidewalks on N. McDowell Blvd.
3-4 Construct New SMART MUP Crossing of N. McDowell Blvd.
5 Install New Sidewalks and Unpaved Path along Corona Rd.
6-9 Install new ADA compliant crosswalks and Path links to SMART MUP from mobile home parks
10 Upgrade Corona Creek Trail Crossing of Sonoma Mountain Parkway
11 New Link, West Corona Creek Trail
14 Wood Sorrel Path

Table 6.2.D: Corona & Downtown Station Areas Connectivity Improvements

	Corona	Downtown
Sidewalks	$1,400,000	$160,000
Street Crossing Safety Improvements	$140,000	$260,000
Off-Street Paths	$360,000	-
Subtotals	**$1,900,000**	**$420,000**
Total	**$2,320,000**	

Other Impacts of Station Area Development

Electricity and Natural Gas

Pacific Gas & Electric (PG&E) provides electricity and natural gas to the Station Areas. Both the Downtown Station and Corona Station Areas are well served and will not require improvements to electrical and natural gas infrastructure to implement the master plan. The cost of new distribution for new development within the Downtown Station Development Area is included in the Downtown Station Area Utility Improvement Costs as described earlier in this memo.

Telecommunications

Telecommunication services (Cable TV, Telephone, and Internet) are provided by AT&T and Comcast with the Station Areas. Both the Downtown Station and Corona Station Areas are well served. Improvements to the telecommunication infrastructure are done by AT&T and Comcast and are based on consumer demand. The cost of new distribution for new development within the Downtown Station Development Area is included in the Downtown Station Area Utility Improvement Costs as described earlier in this memo.

Schools

Three different elementary school districts (Petaluma City Unified, Waugh, and Cinnabar) are within the Corona Station Area, while the Downtown Station Area is entirely within the Petaluma City Unified School District. The Petaluma General Plan 2025 estimated that the Waugh and Cinnabar School Districts would decrease their enrollments while the Petaluma City Unified School District would experience an increase in enrollment. The City's secondary schools belong to the Petaluma Joint Union High School District and serve both the Corona and Downtown Station Areas and are estimated to have a decrease in enrollment. With future development in the Downtown Station Area, it is likely that McKinley Elementary School will experience an increase in enrollment. If the expected enrollment exceeds capacity at McKinley, the Petaluma City Unified School District will be able to adjust the attendance boundaries with the other elementary schools in the district.

Parks

There are eleven existing public parks within the two Station Areas totaling 16.2 acres. Within the Downtown Station Area there are three proposed parks totaling 42 acres. Additionally, with this master plan, there is also approximately 2.5 acres of park and open space proposed within the Downtown Station Development Area.

The City has adopted a citywide parks standard of 5 acres of parkland per 1,000 residents. With the proposed park and open space component of the Downtown Development Area and other proposed parks within the Station Areas, there is sufficient space reserved for future parks required with the increase in population. Park impact fees collected with development will go toward the creation of parks within the reserved spaces.

Summary

The following Table 6.2.E is a summary of the costs for the infrastructure improvements within the master plan areas.

The total infrastructure cost is intended to represent an "order of magnitude" cost for the purpose of understanding the level of funding that will be required to implement the master plan infrastructure.

Table 6.2.E: Downtown & Corona Station Areas Infrastructure Improvement Cost Summary

Street Improvements	$9,110,000
Utility Improvements	$3,050,000
Public Open Space Improvements	$3,300,000
Connectivity Improvements	$2,320,000
Total Hard Costs	**$17,780,000**
Soft Costs (15%)	**$2,670,000**
Total Infrastructure Cost	**$20,450,000**

6.3 Implementation and Financing Strategy

Considering infrastructure costs and expected market conditions, it is likely that it will take many years to complete the build-out development as envisioned in this master plan. Therefore, an implementation and financing strategy is needed in order to ensure that the necessary improvements are installed during the early phases of development while at the same time make sure up-front development costs are not too onerous to make early phases of development infeasible.

Most improvements within the master plan areas will need to be funded by private development. However, in order for the private development to occur, there needs to be a strategic and collaborative public/private approach to incentivize early stages of development.

The infrastructure costs within the master plan areas can be grouped into three different benefit types.

- **Individual Development:** The street frontage improvements immediately fronting the private development blocks benefits the individual development. These improvements will most likely be funded solely by the private development.
- **Area-wide:** The public open space areas and utility infrastructure generally benefits the entire development area. These costs shall be divided evenly within the entire development area. If a private development installs these types of facilities, they should be reimbursed by other developments within the area that benefit from those improvements
- **City-wide:** Connectivity improvements within the master plan areas and amenities such as the amphitheater would be considered a benefit to the entire City of Petaluma. These improvements should be funded from City-wide sources.

6.4 Potential Infrastructure Financing Sources

The following Table 6.4.A lists potential sources (in alphabetical order) to finance the infrastructure improvements recommended for the Downtown and Corona Road station areas in the Petaluma TOD Master Plan. The table includes descriptions of potential sources and the types of improvement (parks and open space, streets, and/or utilities) that may be funded by each source. In addition to the sources in the table below, the City could use monies from the General Fund. The General Fund was not listed due to tight budgetary constraints; however, in the long-term the economic climate should improve and the General Fund may be a viable funding source.

Table 6.4.A: Potential Infrastructure Financing Sources

		Improvement Type		
Funding Source	**Description**	**Parks & Open Space**	**Streets**	**Utilities**
California Infrastructure and Economic Development Bank, Infrastructure State Revolving Fund Program	The California Infrastructure and Economic Development Bank (I-Bank) is a State financing authority promoting economic growth and revitalization of California communities through low-cost financing of infrastructure and economic development projects. The I-Bank requires a defined public benefit but does not require leveraging or matching. The I-Bank accepts several sources of financing repayment, including general fund revenues, tax increment revenues, enterprise revenues and property assessments. Funds of $250,000 to $10,000,000 are available, with loan terms of up to 30 years. Website: http://ibank.ca.gov/infrastructure_loans.htm	X	X	X
Community Development Block Grant	Operated by the California Department of Housing and Community Development (HCD), the purpose of the Community Development Block Grant (CDBG) program is to create or retain jobs for low-income workers. This program provides funding for economic development projects, public facilities and infrastructure improvements, as well as housing and community related projects and activities. To be eligible for funding, an activity must benefit low- and moderate-income persons, prevent or eliminate slums or blight, or meet urgent needs of a community. The City of Petaluma is an entitlement jurisdiction and receives approximately $345,000 per year in CDBG funds. While most of the funds are allocated for housing-related projects and programs, some funding may be available for available for public facilities and infrastructure improvements that benefit lower income residents. Website: http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs/entitlement		X	X

Table 6.4.A: Potential Infrastructure Financing Sources

Funding Source	Description	Improvement Type		
		Parks & Open Space	Streets	Utilities
Community Loan Funds	Community Loan Funds make interest-bearing loans to organizations that are either underserved by conventional lenders or are strengthening the economic base of struggling communities. Organizations such as the Nonprofit Finance Fund and the Northern California Community Loan Fund provide economic development loans as well as technical assistance. These funds use federal resources provided by the U.S. Department of the Treasury Community Development Financial Institutions (CDFI) Program.	X	X	X
Development Impact Fees	The City charges one-time impact fees on new private development in order to offset the cost of improving or expanding City facilities to accommodate the project. Impact fees are used to help fund the construction or expansion of needed capital improvements. Petaluma collects impact fees for open space, park land, traffic impact, wastewater, water capacity, storm drain, public art, and others.	X	X	X
Downtown Petaluma Business Improvement District	A portion of the Downtown station area is located within the boundaries of the Downtown Petaluma Business Improvement District (BID). The BID was established in November 2000 (Ordinance 2104 NCS) as a mechanism to fund aesthetic improvements, security, and marketing for the Downtown. BID funds are administered by the Petaluma Downtown Association. While the annual budget varies, the 2010 budget totaled $65,000. According to Section 6.04.050 of the Municipal Code, BID funds may be used for the acquisition, installation, or construction of tangible property with an estimated useful life of five or more years including benches, trash receptacles, decorations, façade improvements, and permanent landscaping. Funds may also be used for events, music, and programs within the BID area.	X	X	

Table 6.4.A: Potential Infrastructure Financing Sources

Funding Source	Description	Improvement Type		
		Parks & Open Space	Streets	Utilities
Economic Development Administration	The Economic Development Administration (EDA) is part of the U.S. Department of Commerce. EDA economic development programs include: Global Climate Change Mitigation Incentive Fund, Public Works and Economic Development Program, Economic Adjustment Assistance Program, Research and National Technical Assistance, Local Technical Assistance, Planning Program, and University Center Economic Development. Applications for EDA programs are evaluated based on the following guidelines: (1) market-based and results driven, (2) strong organizational leadership, (3) advance productivity, innovation, and entrepreneurship, (3) looking beyond the immediate economic horizon, anticipating economic changes, and diversifying the local and regional economy, and (4) high degree of commitment through local government matching funds, support by local officials, cooperation between business sector and local government. California received 22 awards for the 2009-2010 funding cycle, including: •Capitola, CA - $40,000 grant to prepare an economic development strategy to guide commercial growth and expansion. •Seaside, CA - $945,000 grant to develop an infrastructure master plan for the West Broadway Urban Village commercial district. Website: http://www.eda.gov/InvestmentsGrants/Programs.xml		X	X
General Obligation Bonds	General Obligation Bonds may be sold by a public entity that has the authority to impose ad valorem taxes. Ad valorem taxes are based on an assessed value of real property and must be approved by a two-thirds majority vote of the people. The primary use of this tax is to acquire and improve public property.	X	X	X
Infrastructure Financing Districts	Infrastructure Financing Districts allow cities and counties to pay for public works projects by diverting property tax increment revenues from the general fund. Infrastructure Financing District funds can be used to finance construction of and improvements to highways, transit, water and sewer systems, flood control systems, childcare facilities, libraries, parks, and solid waste facilities.	X	X	X

Table 6.4.A: Potential Infrastructure Financing Sources

Funding Source	Description	Improvement Type		
		Parks & Open Space	Streets	Utilities
Local Transportation Fund	Under the Transportation Development Act (TDA) of 1971, 0.25% of state sales tax was earmarked for transit and Local Transportation Funds were created in each County to receive the revenue. While sales taxes have declined over the last several years, for fiscal year 2012, Sonoma County will receive almost $16.9 million in TDA funds (peak funding was about $20 million in 2007). The funds are distributed to Sonoma County Transit (43%), Golden State Transit (25%), Santa Rosa City Bus (20%), and Petaluma Transit (12%). The funds are for the exclusive purpose of providing transit and are the largest source of operating revenue for Petaluma transit.		X (transit)	
Measure M Fund (Administered by Sonoma County Transportation Authority)	The 2004 Traffic Relief Act for Sonoma County (Measure M) provides for a ¼ cent sales tax to be used for transportation improvements. The funds are dedicated towards programs including fixing potholes, improving interchanges, restoring and enhancing transit, supporting development of passenger rail, and building safe pedestrian and bicycle routes. Measure M funds are also expected to be used for SMART District grade crossings, final design, and/or station site development.		X	
Mello-Roos Community Facility Districts	The Mello-Roos Act of 1982 is a flexible tool for local governments to finance needed community facilities and services. The legislation allows local jurisdictions to designate specific areas as "Community Facilities Districts" (CFD) and allow these districts to issue bonds and collect special taxes to finance public facility projects. The special tax must be approved by a two-thirds majority vote, and can be used to pay directly for facilities or services, or to pay debt service on bonds or other debt the proceeds of which are used to finance facilities.	X	X	X
Prop. 1B State Local Partnership Program	Under Proposition 1B, the Highway Safety, Traffic Reduction, Air Quality, and Port Security Bond Act of 2006, approximately $20 billion in general obligation bonds were issued by the State to fund transportation projects including congestion reduction, road improvements, public transit, air quality, safety, and security. Petaluma has used Proposition 1B funds for recent projects including the Petaluma Boulevard South road diet and the extension of Auto Center Drive.		X	
Prop. 40 Local Assistance Funds	Under Proposition 42, the Transportation Congestion Improvement Act of 2002, revenue from State sales of motor vehicle fuel is dedicated to transportation improvements and services, including city and county street and road improvements, road reconstruction and storm drainage repair.		X	

Table 6.4.A: Potential Infrastructure Financing Sources

Funding Source	Description	Improvement Type		
		Parks & Open Space	Streets	Utilities
Transportation for Livable Communities Program (Metropolitan Transportation Commission)	The Transportation for Livable Communities Program (TLC) supports community-based transportation projects that bring new vibrancy to downtown areas, commercial cores, neighborhoods, and transit corridors. To qualify for funding, projects must be located within an established Priority Development Area (PDA), as established through a program (FOCUS) led by ABAG and MTC. In Petaluma, this includes only projects located in the Downtown area. The PDA boundary is roughly Petaluma Boulevard to the south and west, Highway 101 to the east, and Lakeville Street to the north, however, the northern area extends northeast to Vallejo Street between Madison Street and Jefferson Street. In addition to funding infrastructure improvements for pedestrian, bicycle, and transit facilities, TLC's menu of eligible project categories was expanded in 2010 to include non-transportation infrastructure improvements such as sewer upgrades. The program funds up to $75,000 per project. A 20 percent local match is required. Website: http://www.mtc.ca.gov/planning/smart_growth/tlc/		X	X

6.5 Detailed Preliminary Cost Estimates

The following page provides detailed preliminary cost estimates for the infrastructure improvements discussed in Section 6.2 (Infrastructure Needs Analysis). These preliminary estimates reflect costs at the writing of this Master Plan and are provided for the purpose of reference only.

Detailed Preliminary Cost Estimates

	Units		East Washington at Lakeville (Looking toward downtown)		East Washington (Looking toward downtown)		East D Street at Lakeville (Looking toward downtown)		East D Street (From Station Frontage to Copeland) (Looking toward downtown)		East D Street (From Copeland to Bridge) (Looking toward downtown)		New Station Street Frontage (Looking Northwest)		Copeland Street (Looking Northwest)		Weller Street (Looking Northwest)		New Turning Basin Access (West) (From Turning Basin to E. Washington) (Looking Northwest)		New Turning Basin Access (East) (From Turning Basin to E. Washington) (Looking Northwest)		New Turning Basin Riverfront (South of Block 2) (Looking Northeast)		New Transverse Street (From Weller to Copeland) (Looking Northwest)		New Traverse Street (From Copeland to Station Frontage) (Looking Northwest)	
Length																												
Length	Total Length		160'		1300'		130'		370'		400'		660'		690'		910'		230'		230'		400'		320'		360'	
Proposed Street Section																												
Travel Lanes	# Lanes	Total Width	4	42'	4	42'	2	20'	2	20'	2	22'	2	22'	2	22'	2	20'	2	20'	2	20'	2	20'	2	20'	2	24'
Bike Lanes	Left Width	Right Width	-	-	-	-	6'	6'	6'	6'	6'	6'	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Parking	Left Width	Right Width	-	8'	8'	8'	-	-	8'	8'	8'	8'	11'	11'	11'	11'	7'	7'	7'	-	-	7'	7'	7'	7'	7'	12'	12'
Left Turn Lane	# Lanes	Total Width	1	10'	-	-	1	10'	1	10'	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Right Turn Lane	# Lanes	Total Width	1	11'	-	-	2	22'	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Median	Total Width		8'		10'		-		-		10'		-		-		-		-		-		-		-		24'	
Left Sidewalk	Total Width		12'		15'		12'		15'		12'		17'		17'		15'		15'		15'		15'		15'		15'	
Right Sidewalk	Total Width		12'		12'		15'		15'		12'		17'		17'		15'		15'		15'		15'		15'		15'	
Total Right-of-Way	Total Width		103'		95'		91'		88'		84'		78'		78'		64'		57'		57'		64'		64'		102'	
Total Surface Improvements																												
Pavement	Total Square Footage		10,720		70,200		7,800		19,980		18,400		26,400		28,980		27,300		5,290		5,290		12,000		9,600		15,840	
Curb & Gutter	Total Linear Feet		320		2,600		260		740		800		1,320		1,380		1,820		460		460		800		640		720	
Median Curb	Total Linear Feet		320		2,600		-		-		800		-		-		-		-		-		-		-		720	
Median Landscaping	Total Square Footage		1,120		11,700		-		-		3,600		-		-		-		-		-		-		-		8,280	
Sidewalk	Total Square Footage		3,680		33,800		3,380		10,730		9,200		21,780		22,770		26,390		6,670		6,670		11,600		9,280		10,440	
Street Trees & Furnishings	Total Linear Feet		320		2,600		260		740		800		1,320		1,380		1,820		460		460		800		640		720	
Existing Surface Improvements																												
ExistingPavement	Existing Square Footage		10,720		71,225		4,030		11,470		8,400		-		22,770		26,720		-		-		-		-		-	
Existing Curb & Gutter	Existing Linear Feet		320		2,600		260		-		800		-		690		1,820		-		-		-		-		-	
Existing Median Curb	Existing Linear Feet		-		300		-		-		-		-		-		-		-		-		-		-		-	
Existing Median Landscaping	Existing Square Footage		-		-		-		-		-		-		-		-		-		-		-		-		-	
Existing Sidewalk	Existing Square Footage		-		4,140		-		-		-		-		-		-		-		-		-		-		-	
Existing Street Trees & Furnishings	Existing Linear Feet		-		360		-		-		-		-		345		-		-		-		-		-		-	
Proposed Surface Improvements																												
Pavement Overlay [1]	Proposed Square Footage		10,720		70,200		4,030		11,470		8,400		-		22,770		26,720		-		-		-		-		-	
	Total Cost @ $3.00/SF		$32,160		$210,600		$12,090		$34,410		$25,200		-		$68,310		$80,160		-		-		-		-		-	
New Pavement [2]	Proposed Square Footage		-		-		3,770		8,510		10,000		26,400		6,210		580		5,290		5,290		12,000		9,600		15,840	
	Total Cost @ $6.00/SF		-		-		$22,620		$51,060		$60,000		$158,400		$37,260		$3,480		$31,740		$31,740		$72,000		$57,600		$95,040	
New Curb & Gutter [3]	Proposed Linear Feet		-		-		-		740		-		1,320		690		-		460		460		800		640		720	
	Total Cost @ $25.00/LF		-		-		-		$18,500		-		$33,000		$17,250		-		$11,500		$11,500		$20,000		$16,000		$18,000	
Remove & Replace Curb & Gutter [3]	Proposed Linear Feet		320		2,240		260		-		800		-		690		1,820		-		-		-		-		-	
	Total Cost @ $45.00/LF		$14,400		$100,800		$11,700		-		$36,000		-		$31,050		$81,900		-		-		-		-		-	
Median Curb	Proposed Linear Feet		320		2,300		-		-		800		-		-		-		-		-		-		-		720	
	Total Cost @ $22.00/LF		$7,040		$50,600		-		-		$17,600		-		-		-		-		-		-		-		$15,840	
Median Trees, Lights, & Landscaping	Proposed Square Footage		1,120		11,700		-		-		3,600		-		-		-		-		-		-		-		8,280	
	Total Cost @ $20.00/SF		$22,400		$234,000		-		-		$72,000		-		-		-		-		-		-		-		$165,600	
Specialty Cross Walks	Each		-		-		-		-		-		4		4		6		2		2		3		2		2	
	Total Cost @ $10,000 EA		-		-		-		-		-		$40,000		$40,000		$60,000		$20,000		$20,000		$30,000		$20,000		$20,000	
Street Trees, Lights, & Furnishings [4]	Proposed Linear Feet		320		2,240		260		740		800		1,320		1,035		1,820		460		460		800		640		720	
	Total Cost @ $230.00/LF		$73,600		$515,200		$59,800		$170,200		$184,000		$303,600		$238,050		$418,600		$105,800		$105,800		$184,000		$147,200		$165,600	
New Traffic Signal	Each		-		-		-		-		-		-		1		-		1		-		-		-		-	
	Total Cost @ $400,000 EA		-		-		-		-		-		-		$400,000		-		$400,000		-		-		-		-	
Traffic Signal Modification	Each		1		-		1		-		-		-		1		-		-		-		-		-		-	
	Total Cost @ $200,000 EA		$200,000		-		$200,000		-		-		-		$200,000		-		-		-		-		-		-	
Total Surface Improvements	**Total Cost**		**$406,640**		**$1,570,930**		**$358,600**		**$440,485**		**$537,400**		**$872,590**		**$1,384,855**		**$1,053,185**		**$672,425**		**$272,425**		**$485,800**		**$384,640**		**$641,900**	
Proposed Utility Improvements																												
Water [5]	Size	Length	-	-	-	-	12"	130'	12"	370'	-	-	12"	350'	-	-	-	-	12"	250'	12"	250'	12"	400'	12"	320'	12"	360'
	Unit Cost	Total Cost	-	-	-	-	$140	$18,200	$140	$51,800	-	-	$140	$49,000	-	-	-	-	$140	$35,000	$140	$35,000	$140	$56,000	$140	$44,800	$140	$50,400
Sewer [6]	Size	Length	-	-	-	-	-	-	-	-	-	-	8"	540'	-	-	8"	260'	-	-	-	-	8"	390'	8"	240'	8"	100'
	Unit Cost	Total Cost	-	-	-	-	-	-	-	-	-	-	$135	$72,900	-	-	$135	$35,100	-	-	-	-	$135	$52,650	$135	$32,400	$135	$13,500
Water & Sewer Service Laterals		Length	-	160'	-	1300'	-	130'	-	370'	-	400'	-	660'	-	690'	-	910'	-	230'	-	230'	-	400'	-	320'	-	360'
	Unit Cost	Total Cost	$100	$16,000	$100	$130,000	$100	$13,000	$100	$37,000	$100	$40,000	$100	$66,000	$100	$69,000	$100	$91,000	$100	$23,000	$100	$23,000	$100	$40,000	$100	$32,000	$100	$36,000
Storm Drain [7]	Size	Length	18"	100'	18"	190'	18"	100'	18"	100'	18"	100'	18"	380'	18"	100'	18"	720'	18"	100'	18"	100'	18"	200'	30"	425'	24"	310'
	Unit Cost	Total Cost	$300	$30,000	$300	$57,000	$300	$30,000	$300	$30,000	$300	$30,000	$300	$114,000	$300	$30,000	$300	$216,000	$300	$30,000	$300	$30,000	$300	$60,000	$400	$170,000	$320	$99,200
Underground Electric (Distribution), Telephone, & Cable	Proposed Linear Feet		-		-		130		370		400		-		690		-		-		-		-		-		-	
	Total Cost @ $150.00/LF		-		-		$19,500		$55,500		$60,000		-		$103,500		-		-		-		-		-		-	
Relocate Electric Power Poles (Transmission)	Proposed Linear Feet		-		-		130		370		400		-		-		-		-		-		-		-		-	
	Total Cost @ $500.00/LF		-		-		$65,000		$185,000		$200,000		-		-		-		-		-		-		-		-	
New Joint Trench (Electric, Gas, Telephone, & Cable)	Proposed Linear Feet		-		-		-		-		-		660		-		-		230		230		400		320		360	
	Total Cost @ $150.00/LF		-		-		-		-		-		$99,000		-		-		$34,500		$34,500		$60,000		$48,000		$54,000	
Total Utility Improvements	**Total Cost**		**$46,000**		**$187,000**		**$145,700**		**$359,300**		**$330,000**		**$400,900**		**$202,500**		**$342,100**		**$122,500**		**$122,500**		**$268,650**		**$327,200**		**$253,100**	
Total Downtown Street Infrastructure Cost																												
TOTAL = $12,189,325			**$452,640**		**$1,757,930**		**$504,300**		**$799,785**		**$867,400**		**$1,273,490**		**$1,587,355**		**$1,395,285**		**$794,925**		**$394,925**		**$754,450**		**$711,840**		**$895,000**	

Connectivity Improvements (Downtown & Corona Station Areas)

		Downtown Station Area		Corona Station Area	
	Unit Price	Quantity	Total Cost	Quantity	Total Cost
Sidewalks	$20/SF	7,780 SF	$155,600	68,400 SF	$1,368,000
Crosswalk Safety Improvements	$20,000 EA	13 EA	$260,000	2 EA	$40,000
Off-Street Path	$15/SF	-	-	20,100 SF	$301,500
Multi-Use Path Crossings	$50,000 EA	-	-	2 EA	$100,000
	Total		**$415,600**		**$1,809,500**

[1] Includes pavement sawcut & grinding, striping, erosion control, & traffic control
[2] Includes fine grading, striping, and erosion control
[3] Includes curb bulb-outs and accessible curb ramps
[4] Includes decorative street lights with banners, street trees with grates, signs, benches, trash receptacles, & container planting
[5] Includes water valves, tees, & fire hydrant laterals
[6] Includes sewer manholes
[7] Includes storm drain manholes and water quality inlets; cost for 30" pipe includes outfall at Petaluma River

Chapter 7: Historic Preservation

This page intentionally left blank.

7.1 Overview

This Chapter addresses historic preservation as part of the Petaluma SMART Rail Station Areas TOD Master Plan. Historic resources are central to cultural life in the City of Petaluma and contribute greatly to the aesthetic quality and character of the Downtown.

As noted in the General Plan, Petaluma has over 300 properties of historic or potentially historic significance, a number of which are located within the Downtown Station area. Historic resources within the station area include the train depot, residential neighborhoods, pedestrian and vehicular bridges, and an abundance of commercial and industrial structures. A significant portion of the Downtown commercial core is located within the Petaluma Historic Commercial District, which is listed on the National Register of Historic Places. Proposed station area development should protect and complement historic districts and structures.

Some of the benefits of historic preservation include: protecting the City's history, increasing property values, creating jobs, promoting heritage tourism, and spurring investment and revitalization.

This Chapter includes a brief background on the City's development patterns and historic and cultural resources, recommendations for additional historic preservation efforts, and potential funding sources to implement recommendations. This Chapter also includes the following reference information: preservation incentives & funding, existing preservation plans & guidelines

Development Patterns

Petaluma's historic downtown and residential districts reflect the patterns of growth associated with Native American culture followed by United States westward expansion and the gold rush. The Coast Miwok Indians resided in southern Sonoma County before westward expansion, and Petaluma was originally the name of a Miwok village east of the Petaluma River. Settlers from the eastern United States flocked to the City in the mid 1800s after the discovery of gold.

The City was incorporated in 1858, and its adjacency to a navigable river made it an active shipping hub for potatoes, hay, fruit, grain, and dairy products. By 1871, the City was linked to Santa Rosa and Tiburon by the San Francisco and Northern Pacific Railroads. The combined efficiency of river and rail shipping led to significant growth in the City's population and economy. In 1879, Petaluma resident Lyman Byce invented the first reliable incubator, which revolutionized the egg industry and gave Petaluma worldwide recognition as "The World's Egg Basket." The City's historic downtown district has survived through modernization, a freeway bypass, and an earthquake and continues to maintain its position as the major commercial, financial, and retail center of Petaluma.

Historic And Cultural Resources

Petaluma has two City-designated local Historic Districts and one Nationally Registered Commercial District as well as over 300 properties that have been surveyed for potential historical significance (See Figure 7.5.A for district locations and Section 7.5 for more detailed information on existing City plans and guidelines.).

Most of the Petaluma Historic Commercial District is listed on the National Register of Historic Places, which includes 96 buildings. The City has also designated the Oakhill-Brewster and "A" Street areas as local historic districts. Preservation Guidelines and Standards have been developed for all three areas. The Oakhill-Brewster Historic District, located to the northwest of Downtown, encompasses one of the earliest residential neighborhoods in Petaluma, representing styles from the 1850s through the 1980s in a nearly continuous fabric of notable architecture. The "A" Street Historic District is an area of about six city blocks located at the southwest edge of Downtown. The District contains residences, offices, churches, and apartments, nearly all built before 1925.

7.2 Recommendations

While the General Plan has an extensive list of policies and programs for historic preservation, the following recommendations focus on the top priorities and concerns based on information gathered through stakeholder interviews held in March 2011, a three-day workshop held in May 2011, Citizens Advisory Committee Meetings, Technical Advisory Committee Meetings, and discussions with City Staff.

Recommendations fall into various "historic preservation activity" categories. These categories are associated with specific sources of funding, and are listed in Table 7.3.A in Section 7.3 (Funding Sources). See Section 7.4 for more detailed descriptions of preservation incentives and funding.

1. Complete a Citywide Historic Resource Inventory and Database.

Implement Program 3-P-1-D of the General Plan (see Table 7.5.B in Section 7.5 for program language) and Goal 2 of the Central Petaluma Specific Plan. While the City currently has a significant number of properties listed on historic registers, it has yet to complete a comprehensive, citywide survey. A historical survey is an inventory of properties at least 45 years old that retain reasonable architectural integrity. The inventory will allow the City to engage in more systematic planning for historic preservation and could help to eliminate uncertainties with the development and permit review process associated with historic and cultural preservation. Once an inventory is completed, the City should consider expanding its list of historic landmarks and the borders of the existing historic districts and, if appropriate, creating new historic districts. The City should hire outside professionals to conduct the survey and organize the results into a user-friendly, updatable database.

There are two types of surveys: reconnaissance level and intensive level. A reconnaissance level survey is a broad-brush survey to separate properties with no potential historical significance from those that need additional evaluation to determine historical significance. Typically properties are mapped and documented on standardized State forms. Documentation includes information that is available through public records. A baseline database is created for further research and consideration. The intensive level survey builds off the reconnaissance level survey. Further research is conducted on the chain of title, architect, and contractor/builder to determine if the property is associated with significant persons or historical events as indicated in a context statement (see Recommendation 2).

Currently, the City works with several lists developed over the years to determine the historical significance of a property. If the City completed a reconnaissance level survey for the Master Plan area and adjacent areas, as appropriate, a more transparent and understandable process could be created for residents and property owners. For example, the City's GIS database could be updated and procedures could be established that outline the required information needed to remodel or demolish a potentially historical structure (e.g. a historical study prior to obtaining a permit). (See also Recommendation 9 below.)

In keeping with General Plan Program 3-P-1-D, if the City is unable to procure adequate funding to complete a single citywide survey, the City should pursue targeted inventories for smaller areas. The areas within the TOD Master Plan area should be top priorities for survey activities, due to anticipated development pressure resulting from the SMART rail service.

Historic Preservation Activity: Surveys & Inventories

2. Develop a Historic Context Statement.

Potential historical significance is determined by comparative analysis of similar properties within a related context (e.g. early Petaluma settlement, river-related commerce, etc). A historic context statement tells the story of the physical development of a City. It organizes the architectural, historical, and cultural development of a city's properties and buildings by theme, place, and time. Once a city's resources are in this context, methods and criteria for evaluation can be standardized and the value of historic properties more easily assessed against a historical framework relative to similar properties within the city. For example, Spanish-era adobes may be extremely rare in the survey area and commercial buildings are typical along the rail corridors. A historic context statement should be professionally developed in conjunction with the resource inventory and database above.

Historic Preservation Activity: Preservation Planning

3. Pursue Tax Credits for Restoration and Preservation.

Implement Policy 3-P-2 and Program 3-P-2-D of the General Plan to provide financial incentives for the preservation and revitalization of historic resources (see Table 7.5.B in Section 7.5 for Policy and Program language). A comprehensive historic resource inventory, as discussed in Recommendation 1, will enable the City to determine the properties eligible for State and federal tax credits. City Staff will then be able to inform property owners of the financial incentives available for restoration and

maintenance projects at the individual property level. A complete list of historic properties will also allow the City to determine sites available for State and federal grants for preservation planning efforts. See Table 7.3.A and Section 7.4 for a list of historic preservation tax credits and grant programs. The City should promote available financing programs on the City's website.

Historic Preservation Activity: Preservation Planning, Restoration & Maintenance

4. Increase and Improve Public Access to Historic Resource Data.

Implement Program 3-P-1-G of the General Plan to create a central repository for historic data, plans, and guidelines (see Table 7.5.B in Section 7.5 for program language). Once the City has completed a comprehensive historic resources inventory and developed a database of the information, some level of access to the database should be made available to the public. This may be accomplished through the City's Geographic Information System (GIS) Portal and additions to the historic preservation section of the City's website. The information will aid property owners in identifying guidelines and regulations that may apply to their property and increase public awareness of the City's abundant historic resources.

Historic Preservation Activity: Surveys & Inventories, Preservation Planning

5. Promote Historic Resources Through Programs and Signage.

Implement Policy 3-P-4, Program 3-P-4-A, and Program 3-P-4-C of the General Plan to foster appreciation for Petaluma's cultural heritage through signage, art, tours, and educational events such as talks, lectures, and film screenings (see Table 7.5.B in Section 7.5 for policy and program language). Increased public awareness of the City's historic resources can increase community pride and encourage investment in the restoration and maintenance of historic properties. The Downtown SMART station should include educational and directional signage to inform visitors of nearby historic resources including sites on the National and local historic registers. A program including signs, kiosks, plaques, and public art should be implemented throughout the Downtown station area. The Corona Road SMART station could feature educational signage highlighting Petaluma's rich agricultural history.

Historic Preservation Activity: Preservation Planning, Heritage Tourism

6. Proceed with Establishing a Mills Act Program.

Implement Program 3-P-2-D of the General Plan to pursue involvement in the Mills Act (see Table 7.5.B in Section 7.5 for program language).

The Mills Act is the only State historic preservation incentive program for individual property owners. The program allows participating local governments to offer property tax relief to owners of qualified historic property owners who are actively restoring those properties to their original condition. For a property to be eligible for tax abatement under the Mills Act it must be listed on a federal, State, or City register. The property tax reduction runs with the land. Participation in the Mills Act can promote historic preservation of individual properties at a level not otherwise easily obtained by the City.

The State does not oversee local Mills Act administration; authority rests with the City to implement the program. Additionally, the program is flexible, allowing the City to tailor the program to meet its specific needs.

While the Mills Act helps to preserve historic neighborhoods, as mentioned above the program results in a loss of property tax revenue to the City. However, the level of historic preservation that can be achieved through the Mills Act can have a positive effect on the overall quality and character of a downtown and surrounding neighborhoods. Improved downtown aesthetics can result in increased rates of tourism, higher sales tax revenue, and increased property values, which may offset or surpass the lost property tax revenue.

Before initiating a Mills Act program, the City should evaluate the costs and benefits of the program. The City may also consider establishing an annual threshold in reduction of property tax revenue to control the initial impact a Mills Act program would have on the General Fund.

Historic Preservation Activity: Preservation Planning, Restoration & Maintenance

7. Pursue Certified Local Government Status.

Implement Program 3-P-1-F of the General Plan (see Table 7.5.B in Section 7.5 for program language). The Certified Local Government (CLG) program is a National Park Service program providing grant funding for planning related historic preservation efforts.

As with the Mills Act described in Recommendation 6, there are pros and cons of committing time and resources

to the CLG program. In order to maintain CLG status, the City must agree to carry out the intent of the National Historic Preservation Agency and the Secretary of the Interior's Standards for preservation. These standards integrate local, state, and federal levels of review. Use of the standards can expedite environmental review and reduce CEQA and other permitting costs. Certified jurisdictions are also eligible for National Park Service Historic Preservation Fund grant money. The grants are generally small amounts, but can be enough to support activities such as the completion of a preservation element, a historic resource survey, a National Register application, or the update of an ordinance.

To qualify for CLG status local governments must meet certain standards with regards to their preservation programs and the qualifications of the preservation board. Additional requirements of CLG status include establishing a historic preservation review commission by ordinance, submitting annual reports on the commission's activities, maintaining an inventory database, and providing for adequate public participation in the local historic preservation program.

Before committing to the CLG program, the City should closely examine required preservation standards to ensure the goals of the National Historic Preservation Act (NHPA) and the Secretary of the Interior are compatible with the City's General Plan goals for historic preservation.

Historic Preservation Activity: Preservation Planning, Restoration & Maintenance

8. Develop an Adaptive Reuse Program.

An adaptive reuse program can provide property owners and developers with a set of guidelines and incentives to facilitate the conversion of historically significant buildings to market driven uses, such as apartments, live/work units, hotel facilities, or other commercial facilities. The adaptive reuse program should apply to the Downtown station area and include provisions to streamline the permit approval process and allow for flexibility in zoning regulations. These incentives can promote revitalization of Downtown buildings in a manner that preserves the City's cultural and historical heritage.

Historic Preservation Activity: Preservation Planning

9. Clarify and Streamline Historic Designation Permit Procedures.

The City should clarify and, as appropriate, streamline historic preservation tools, programs, and procedures. Specifically, the City should address the following:

Outline the potential benefits associated with historic landmark designation described in Section 7.10.030 of the CPSP SmartCode and Section 15.040 of the Implementing Zoning Ordinance. To encourage participation, the City should consider identifying incentives associated with landmark status such as reduced fees (in accordance with General Plan Program 3-P-2-B, see Table 7.5.B in Section 7.5 for program language) or streamlined permitting.

Clarify permit procedures and regulations as they relate to properties listed as "potentially significant" in the CPSP inventory. (See Recommendation 1 above for more information on this.)

Develop and maintain a list of contractors, architects, and consultants qualified to review or perform work on designated structures or structures of potential significance. This pre-screening process will assist property owners in identifying significant resources, developing restoration programs for individual properties, and assessing costs of improvements.

Historic Preservation Activity: Preservation Planning

7.3 Funding Strategies

There are a number of State and federal programs that offer funding and incentives for historic preservation activities. Incentives are available in the form of tax credits for individual property owners and grants for preservation planning projects. Table 7.3.A lists relevant funding sources and indicates the historic preservation activities funds can be used for. Section 7.4 provides a detailed description of each funding source listed in Table 7.3.A. Section 7.4 also includes information on the amount of funding available and a contact person or website for each program.

Table 7.3.A: Funding Sources for Historic Preservation Activities

	Historic Preservation Activity					Incentive Type	
Funding Source*	**Restoration & Maintenance**	**Preservation & Protection**	**Heritage Tourism**	**Preservation Planning**	**Surveys & Inventories**	**Tax Credits for Property Owners**	**Grant Funding**
Mills Act	X					X	
Federal Historic Preservation Tax Credits	X					X	
Federal Tax Deductions – Easements		X				X	
State of California Office of Historic Preservation Certified Local Government Grants				X	X		X
National Park Service Preserve America Grants			X	X	X		X
Community Development Block Grant Entitlement Communities Program	X						X
The Getty Foundation Getty Conservation Institute				X	X		X
National Trust Preservation Fund	X	X		X			X
The Johanna Favrot Fund for Historic Preservation		X		X			X

*See Section 7.4 and Table 7.4.A for information on available funds, funded activities, and contact information.

7.4 Preservation Incentives & Funding

The State and federal government offer a number of financial incentives for the restoration and preservation of historically significant structures. Individual property owners can receive tax incentives through the State Mills Act, the Federal Historic Preservation Tax Credit program, and Federal tax deductions through easements (charitable contributions for conservation purposes). Additionally, municipalities can apply for grants to fund rehabilitation and restoration of historically significant properties and structures, as well as preservation planning efforts such as surveys and databases. Table 7.4.A summarizes potential funding sources for historic preservation.

Table 7.4.A: Historic Preservation Funding Sources

Source Name	Funded Activities	Available Funds/Incentives	Contact Information
Sources for Property Owners			
Mills Act	Property restoration and maintenance.	Potential property tax savings of up to 60% annually.	Shannon Lauchner Mills Act/CLG Coordinator State Historian II 916-455-7013 Website: www.parks.ca.gov/?page_id=21412
Federal Historic Preservation Tax Credits	Rehabilitation of historic buildings.	20% federal tax credit.	Heritage Preservation Services National Park Service 1201 "Eye" Street, NW (2255) Washington, DC 20005 202-513-7270 Website: www.nps.gov/history/hps/tps/tax/
Federal Tax Deductions – Easements	Protection of significant historic properties through easements.	The value of the easement may be claimed as a charitable contribution deduction from Federal income tax.	Office of Historic Preservation 1725 23rd Street, Suite 100 Sacramento, CA 95816 916-445-7000 Website: www.parks.ca.gov/?page_id=21411
Sources for Government Agencies			
State of California Office of Historic Preservation Certified Local Government Grants	Preservation planning activities.	$2,500 - $25,000 per grant.	Lucinda Woodward, Supervisor State Historian III Ordinances, General Plans, CLG Coordinator. 916-445-7028 Website: ohp.parks.ca.gov/?page_id=21239
National Park Service Preserve America Grants	Surveying and documenting historic resources, interpreting historic sites, planning, marketing, and training, and other programs in heritage tourism.	Matching share grant. 2010 grants were as large as $200,000.	Hampton Tucker Historic Preservation Grants Division National Park Service 1201 "Eye" Street, NW (2256) Washington, DC 20005 202-354-2020 Website: www.nps.gov/hps/HPG/preserveamerica/index.htm

Table 7.4.A: Historic Preservation Funding Sources (continued)

Source Name	Funded Activities	Available Funds/Incentives	Contact Information
Sources for Government Agencies			
The National Trust for Historic Preservation	Preservation planning, education.	Matching share grant ranging from $500 - $5,000.	Anthea Hartig Ph.D., Director 5 Third Street, Suite 707 San Francisco, California 94103 415-947-0692 wro@nthp.org Website: http://www.preservationnation.org/resources/find-funding/foundant-documents/preservation-funds-guidelines-eligibility.html
Community Development Block Grant Entitlement Communities	Rehabilitation of residential and non-residential structures with the goal of revitalizing neighborhoods.	Varies.	Website: portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs/entitlement
The Getty Foundation Getty Conservation Institute	Preservation planning, conservation guidelines, historic resources inventories, and survey databases.	Varies.	The Getty Conservation Institute 1200 Getty Center Drive, Suite 700 Los Angeles, CA 90049-1684 310-440-7325 gciweb@getty.edu Website: www.getty.edu/conservation/index.html
National Trust Preservation Fund	Preservation planning and education.	Matching share grants from $500 – $5,000	Anthea Hartig Ph.D., Director 5 Third Street, Suite 707 San Francisco, California 94103 415-947-0692 wro@nthp.org Website: www.preservationnation.org
The Johanna Favrot Fund for Historic Preservation	Development, education, and preservation planning.	$2,500 - $10,000	Anthea Hartig Ph.D., Director 5 Third Street, Suite 707 San Francisco, California 94103 415-947-0692 wro@nthp.org Website: http://www.preservationnation.org/resources/find-funding/grants/

Sources for Property Owners

Mills Act

While the City does not currently participate in the Mills Act, Program 3-P-2-D in the 2008 General Plan encourages the City to, "investigate the costs/benefits of applying limited use of the Mills Act within the City."

The Office of Historic Preservation (OHP) notes, "The Mills Act is the single most important economic incentive program in California for the restoration and preservation of qualified historic buildings by private property owners." The Mills Act Program is administered and implemented by local governments. The Mills Act allows participating local governments to enter into renewable, 10-year contracts with owners of qualified historic properties that actively participate in the restoration and maintenance of their historic properties in exchange for property tax relief. The property tax abatement comes from valuing the property using an income capitalization method rather than a market value approach (i.e. Prop 13). The income capitalization method typically results in a substantially lower property value and, therefore, a lower property tax. The property tax savings can be used for maintaining and restoring the property.

For a property to be eligible for tax abatement under the Mills act it must be listed on a federal, state, county, or city register, including the National Register of Historic Places, California Register of Historical Resources, California Historical Landmarks, State Points of Historical Interest, and locally designated landmarks.

There has been some local effort by cities to implement the Mills Act. Sonoma County ran a two-year pilot program in 2006, but as of 2010 no jurisdictions within the County had an active Mills Act program. The City of St. Helena in Napa County has established a program, however there is no online information as to whether or not the City of St. Helena has entered into any Mills Act contracts.

The Mills Act has been implemented in other jurisdictions in the State with great success. The City of Santa Monica has been running a Mills Act program since 1991. As of 2005, the City had approved contracts with owners of 37 historic properties. In 2003, the City of Benicia approved a Mills Act program to preserve its historic resources. Like many jurisdictions, to control the program's potential impact on the City's revenue, Benicia set an annual threshold of $35,000 projected reduction in property tax revenue and annual inspection costs to the City's General Fund. The City reviews applications on a case-by-case basis until the reduction in property tax revenue has reached the $35,000 threshold. The City plans to re-evaluate its Mills Act program in 2012.

Federal Historic Preservation Tax Credit Program

The Federal Historic Preservation Tax Incentives Program encourages private sector rehabilitation of historic buildings and is one of the nations most successful and cost-effective community revitalization programs.

There are two types of awards available through the tax credit program. The main focus of the program is a 20 percent rehabilitation tax credit that applies to any project the Secretary of the Interior designates as a "certified rehabilitation" of a "certified historic structure." The 20 percent credit is available for depreciable properties rehabilitated for commercial, industrial, agricultural, or residential rental purposes (not available for owner-occupied residences). There is also a 10 percent rehabilitation tax credit available for the rehabilitation of non-historic buildings placed in service before 1936. The 10 percent tax credit is available only to non-residential buildings.

The program is administered by OHP in conjunction with the National Park Service and the Internal Revenue Service. OHP's Architectural Review and Incentives Unit administers the Federal Historic Preservation Tax Incentives Program and provides consultation and architectural review based on compliance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Federal Tax Deductions – Easements

Property owners may claim deductions on income and estate tax for charitable contributions of partial interest in historic property. The IRS generally considers a donation of a qualified real property interest to preserve a historically important land area or a certified historic structure as a charitable contribution (easement) for conservation purposes. The portion of property put into an easement may be a structure other than a building or a remnant of a building such as a façade, if that is all that remains, and may include the land area on which it is located.

OHP notes that these programs are not mutually exclusive. In California, the Mills Act can be linked with the 20 percent historic preservation investment tax credits. Federal affordable housing tax credits may also be utilized with these incentives to offset rehabilitation costs. These programs have played a large role in encouraging over a half billion dollars of private investment in California's historic buildings.

Sources for Government Agencies

State of California Office of Historic Preservation Certified Local Government Grants

The Certified Local Government (CLG) program is a National Park Service program that provides grant funding to participating local governments for the operation of preservation programs. To achieve CLG status, local governments must meet certain standards related to the professional qualifications of their historic resource commissions and the operation of their preservation programs. Once eligible, cities may apply for grant funding for planning related historic preservation efforts. The program takes applications annually, and applicants can apply for grants between $2,500 and $25,000.

National Park Service Preserve America Grant Program

The National Park Service Preserve America grant program provides matching grants to designated Preserve America Communities to support preservation efforts through heritage tourism, education, and historic preservation planning. Local governments must apply for Preserve America Community designation to be eligible for grant funding. The Advisory Council on Historic Preservation administers the Preserve American Community designation process. See Table 7.4.A for contact information on how to apply for Preserve America Community designation. Preserve America grants can be used for research and documentation, education and interpretation, planning, marketing and training. Recently the City of Bellingham, Washington, funded their historic resource survey with a Preserve American grant. Preserve America does not fund the repair, rehabilitation, or acquisition of historic properties or reconstruction of historic buildings. There is no longer funding available for 2011, 2012 funding is to be determined.

Community Development Block Grant Entitlement Communities Program

The Community Development Block Grant (CDBG) Entitlement Communities Program provides annual grants to entitled cities for a range of community development activities aimed at economic development and neighborhood revitalization. Eligible projects include the rehabilitation of residential and non-residential structures. Funding amounts vary. Eligible grantees include principal cities of Metropolitan Statistical Areas and cities with populations of at least 50,000.

The Getty Foundation Getty Conservation Institute

The Getty Foundation's Getty Conservation Institute (GCI) is a private international research institution dedicated to historic and cultural preservation through the creation and delivery of knowledge. The GCI supports conservation efforts by providing scientific research, education and training, and model field projects. Past projects funded by GCI include the development of conservation and management guidelines for cultural heritage sites, historic resources survey programs, and the development of databases for inventorying, monitoring, and managing archeological sites. The GCI recently contributed $2.5 million to the City of Los Angeles historic survey project; however, funding amounts for conservation projects vary.

National Trust Preservation Fund

The National Trust for Historic Preservation is a private, nonprofit organization dedicated to preserving historic places and revitalizing communities. In 2005 the National Trust for Historic Preservation, through the National Trust Preservation Fund, provided almost $17 million in financial assistance and direct investment to support historic and cultural preservation in cities and towns throughout the country. The Trust provides matching grants from $500 to $5,000 for preservation planning and educational efforts, which can be used to obtain professional expertise in architecture, engineering, preservation planning, land-use planning, fund raising, organization development and law, and preservation education activities.

The Johanna Favrot Fund for Historic Preservation

The Johanna Favrot Fund for Historic Preservation provides grants to public agencies ranging from $2,500 to $10,000 for projects that contribute to the preservation or recapture of an authentic sense of place. The Fund has an annual deadline of February 1st. Funds may be used for professional advice, conferences, workshops and education programs. Individuals and for-profit businesses may apply for a grant only if the project to be funded is a National Historic Landmark.

7.5 Existing Preservation Plans and Guidelines

The City has a number of mechanisms to preserve and protect its historic resources. Over 300 properties have been identified as having historic significance, and three Historic Districts have been established that set forth specific design standards, buildings requirements, and permit approval procedures. Administrative procedures are outlined in Table 7.5.A. The standards and requirements for the City's Historic Districts, as well as their historic significance, are described in this section.

Administrative Procedures

Historic Landmark Designation

The City Council may designate structures having historic character or significance as landmarks. A Historic Landmark is designated by ordinance and once the Council designates a landmark as historic, the building or site cannot be altered or demolished without a Construction or Alteration, or Demolition Permit.

Historic District Designation

The City Council may designate a number of structures having special character or historic architectural value, and constituting distinct sections of the City, as historic districts. A Historic District is designated by ordinance and once an area is designated as historic, buildings and sites located within the District cannot be altered without a Construction or Alteration, or Demolition Permit.

Certificate of Appropriateness

A Certificate of Appropriateness (COA) is required for the alteration, demolition, moving, or removal of any structure designated as a City historic landmark, located within an historic district, or identified as potentially significant. COA applications are reviewed and approved by the Historic and Cultural Preservation Committee. The Director may approve a COA for minor architectural elements and details, and ordinary maintenance and repairs.

Construction or Alteration Permit

A Construction or Alteration Permit is required for any change to the exterior appearance, as well as alterations affecting streetscape, such as lighting, landscaping, and outdoor use areas, of a building designated as a landmark or located in a historic district.

Demolition Permit

An application for a Demolition Permit is referred to the Historic and Cultural Preservation Committee when the Director determines the structure under review has potential historic or cultural significance. If the Historic and Cultural Preservation Committee finds the structure has cultural or historic significance, the Committee must make a series of mandatory findings regarding the significance of the property before the decision to deny the application is returned to the Director.

Table 7.5.A. Administrative Procedures for Historic Properties and Districts

	Review Authority			
Procedure	Director	Historic and Cultural Preservation Committee (HCPC)	Planning Commission	City Council
Historic Landmark Designation		Recommend	Recommend	Decision
Historic District Designation		Recommend	Recommend	Decision
Certificate of Appropriateness (alteration, demolition, moving, or removal)[1] - CPSP Only	Decision (minor)	Decision		
Historic SPAR	Decision (minor)	Decision		
Demolition Permit (Pre-1945 Structures)		Decision		

Source: City of Petaluma Implementing Zoning Ordinance, June 2008; Central Petaluma Specific Plan, June 2003

[1] For historic properties or potentially historic properties within the Central Petaluma Specific Plan Area

Historic Commercial District Design Guidelines

The Historic Commercial District Design Guidelines (Design Guidelines or Guidelines) apply to approximately 31 acres of downtown Petaluma, encompassing three blocks of Petaluma Boulevard and a number of parcels along the Petaluma River (see Figure 7.5.A). The Historic Commercial District is representative of the commercial growth of the City, with two and three-story commercial buildings from the 1870s to the 1950s. The most impressive historic structures in the District are the late 19th Century cast iron storefront buildings, which were cast in elaborate pieces in San Francisco foundries, then shipped up the river to be constructed in Petaluma.

The Guidelines encourage the maintenance and rehabilitation of historically significant buildings in Petaluma's downtown area. They are intended to assist property owners in making alterations to historic buildings. The Guidelines encourage preservation, adaptive use, and enhancement of historically significant structures, as well as infill designed to fit with surrounding historic buildings. The Guidelines include standards for:

- Rehabilitating and remodeling buildings
- Architectural Style
- Building Character
- Storefronts
- Awnings and Canopies
- Paint Color
- Rear Entrances
- Mechanical Equipment
- Major Rehabilitation
- Signs and projects affecting streetscape
- Permitted Sign Standards
- Sign Design
- Prohibited Signs
- Exemptions
- Streetscape Image and Identity
- Streetscape Elements
- Outdoor Use Areas
- Tree Placement
- New construction
- Façade Proportion
- Composition
- Detailing
- Materials
- Colors
- Building Setback

All projects in the Historic Commercial District require some level of design review. Typical design review for projects in this District consists of a review of conceptual design plans, followed by a final review focusing on details such as materials, colors, landscaping, signs, and lighting, however, an applicant may request a consolidated review for simple projects. The Design Review Board is made up of members of the Historic and Cultural Preservation Committee.

Oakhill- Brewster Guidelines

The Oakhill-Brewster Historic District is a residential neighborhood adjacent to Oak Hill Park, just west of Petaluma Boulevard (see Figure 7.5.A). The District is one of the earliest residential areas in the City, and is characterized by a variety of architectural styles representing the historic evolution of Petaluma homes.

The Oakhill-Brewster guidelines require that any construction, reconstruction, or rehabilitation of a building in the District is consistent with one of the 16 architectural styles authentic to it. The guidelines also apply to accessory structures. Any changes to the exterior character of buildings in the Oakhill-Brewster district are subject to approval by the Historic and Cultural Preservation Committee, with a few exceptions, and minor construction or reconstruction can be administratively approved.

Standards for review by the Historic and Cultural Preservation Committee are taken from The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1983 Edition). In general, they require that no building be altered from its original historic form. They require any new roofing, siding and trim materials to be as historically accurate as possible, and regulate accessory fixtures, landscaping, and signs. In addition, the guidelines don't allow any changes to setbacks.

"A" Street Historic District Guidelines

The "A" Street Historic District includes approximately six blocks on Fifth and Sixth Streets and is bordered by D Street to the east and Bassett Street to the west. The District is just east of downtown Petaluma and the Civic Center (see Figure 7.5.A). The District includes commercial, office, and single-family residential zones. Current uses include homes, offices, churches, apartments and a restaurant.

Ninety percent of the buildings in the District were built before 1925. According to the City's Historic Resources Inventory there are 12 architectural styles found in the District. However, in general buildings are simple, one or two stories, sided and trimmed with wood, and have limited ornamentation.

The purpose of the "A" Street guidelines is to ensure the characteristics of the District are preserved. Guidelines require all construction, reconstruction and rehabilitation is consistent with the existing pre-1930 architectural styles of the District. Standards for review by the Historic and Cultural Preservation Committee are taken from The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1983 Edition). They regulate architectural design, setbacks, height, façade, building materials and color, landscaping and signs.

Implementing Zoning Ordinance

Chapter 15: Preservation Of The Cultural And Historic Environment

Chapter 15 of the Implementing Zoning Ordinance addresses procedures for protecting historically and culturally significant resources citywide. Historic and Cultural Preservation Committee duties with respect to historically significant landmarks include:

- Making recommendations on designations of historic landmarks;
- Maintaining list of landmarks and historically significant structures, and
- Approving or disapprove applications for construction, modification or repair of landmark sites.
- Applications for designation of landmarks, and permit applications for construction, modification or repair of landmark sites, and
- Encouraging preservation of historically significant structures.

Landmarks may be designated by ordinance by the City Council. Once a property is designated a landmark it is subject to the standards established by Chapter 15 of the Implementing Zoning Ordinance, and work cannot begin without first receiving review by the Historic and Cultural Preservation Committee.

Central Petaluma Specific Plan

Chapter 9: Historic Preservation

The Central Petaluma Specific Plan addresses historic preservation in the Specific Plan area through policy direction. The Specific Plan area is adjacent to downtown Petaluma, and extends along the river (see Figure 7.5.A). The Specific Plan area includes a number of historically significant resources, including industrial and commercial properties. An archaeological and historic records search was conducted for the project area as part of the Specific Plan process. The Specific Plan includes a comprehensive list documenting the results of the records search. It outlines key goals, objectives and policies for restoring, preserving and enhancing these properties, many of which are explicit to particular buildings or sites in the Specific Plan area.

Goals in the Specific Plan related to historic preservation include:

- Protecting, enhancing and adaptively reusing historically and archaeologically significant properties, and
- Funding a complete survey and analysis of historically significant properties.

General Plan (Chapter 3, Historic Preservation)

The Historic Preservation Chapter of the General Plan aims to ensure the preservation, protection and restoration of the City's historic and cultural resources. The General Plan Historic Preservation goal is to identify, recognize and protect Petaluma's unique and irreplaceable cultural heritage.

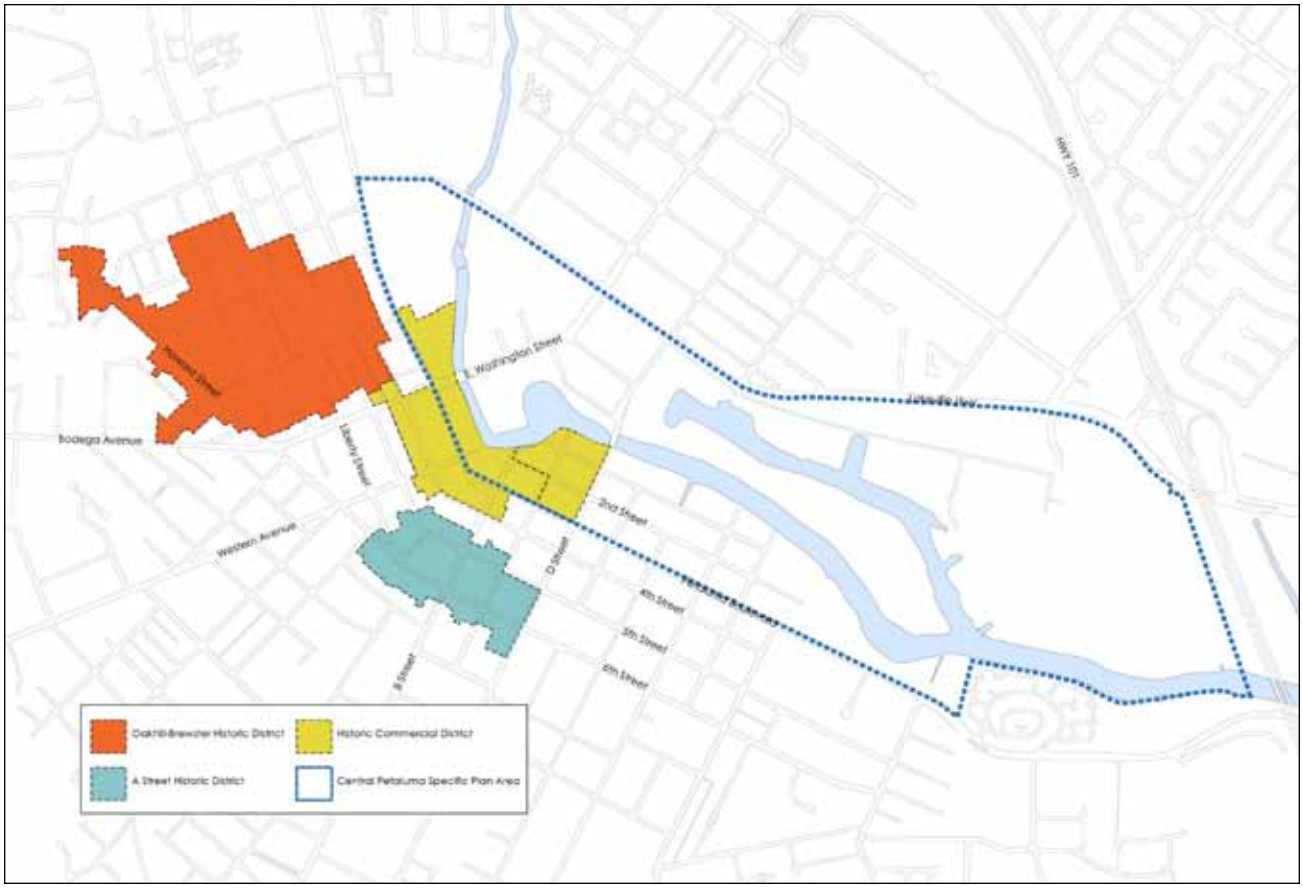


Figure 7.5.A: Petaluma Historic Districts

According to the General Plan, the City of Petaluma has 14 Native American and 19 historic era cultural resource sites, two city-designated Historic Districts, one Nationally Registered Commercial District, and over 300 potentially significant historic properties. Policies and programs to protect these resources in accordance with the goal of historic preservation relevant to the TOD Master Plan are listed in Table 7.5.B. To the extent appropriate, the policies and programs are expanded on in Section 7.2 (Recommendations).

Table 7.5.B: General Plan Policies and Programs Related to Historic Preservation in the TOD Master Plan Areas	
POLICY 3-P-1	Protect historic and archaeological resources for the aesthetic, cultural, educational, environmental, economic, and scientific contribution they make to maintaining and enhancing Petaluma's character, identity and quality of life.
Program 3-P-1-A	Maintain the historic-era integrity of the Petaluma Historic Commercial District, which is listed on the National Register of Historic Places, by adhering to the City's Historic Commercial District Design Guidelines.
Program 3-P-1-B	Maintain the historic-era integrity within the Oak Hill – Brewster and "A" Street Historic Districts as adopted local historic districts.
Program 3-P-1-C	Develop floor area ratio and other design standards that relate overall building size and bulk to the site area for Downtown, Oak Hill – Brewster, and "A" Street Historic District neighborhoods.
Program 3-P-1-D	Conduct a comprehensive, citywide survey of historic and cultural resources for the purpose of creating an historic resource inventory. • Include updated surveys of existing Historic Districts as well as their adjacent areas. • Identify individual resources for designation as local, State, or nationally designated landmarks. • The historic resources inventory shall be updated on a regular basis, per national standards. Inventories should be phased by prioritizing critical areas targeted for development through the Central Petaluma Specific Plan and this General Plan.
Program 3-P-1-E	Develop historic preservation guidelines or standards for protecting resources that are not currently designated through initiating, requiring, and/or encouraging designation of additional historic districts, expanding the boundaries of existing districts, and identifying and designating local landmarks.
Program 3-P-1-F	Pursue Certified Local Government (CLG) status through the California State Office of Historic Preservation.
Program 3-P-1-G	Create a central 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.
POLICY 3-P-2	Provide incentives for encouraging the preservation and revitalization of historic and cultural resources.
Program 3-P-2-A	Continue and expand the Storefront Improvement Loan Program.
Program 3-P-2-B	Consider a reduced fee for projects that involve the preservation of historic resources.
Program 3-P-2-D	Encourage owners of historic resources to take advantage of the Rehabilitation Tax Credit; investigate the costs/benefits of applying limited use of the Mills Act within the City.
Program 3-P-2-E	Take advantage of the benefits of the Certified Local Government program such as grant funding available through the California Office of Historic Preservation.
POLICY 3-P-4	Foster appreciation for Petaluma's cultural heritage and encourage greater public participation in education regarding the preservation of resources.
Program 3-P-4-A	Create a program and standards for the installation of signs, kiosks, plaques, and/or interpretive art commemorating past events/sites of historical or cultural interest.

Table 7.5.B: General Plan Policies and Programs Related to Historic Preservation in the TOD Master Plan Areas (continued)	
Program 3-P-4-C	Work with local groups 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.
POLICY 3-P-6	Ensure that new development adjacent to eligible historic and cultural resources is compatible with the character of those resources.
POLICY 3-P-7	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.
POLICY 3-P-8	Recognize the value of, and protect the operation of, active river-dependant and agricultural-support uses located within the City of Petaluma.

7.6 References

California State Parks Office of Historic Preservation, Historic Preservation Incentives, retrieved online from http://ohp.parks.ca.gov/?page_id=24626, May 6, 2011.

California State Parks Office of Historic Preservation, Mills Act Property Tax Abatement Program, retrieved online from http://ohp.parks.ca.gov/?page_id=21412, May 6, 2011.

City of Petaluma, "A" Street Historic District Preservation Guidelines and Standards, October 1986

City of Petaluma, Central Petaluma Specific Plan, June 2, 2003

City of Petaluma, General Plan 2025, May 2008

City of Petaluma, Implementing Zoning Ordinance, June 2008

City of Petaluma, Oakhill-Brewster Historic District Preservation Guidelines and Standards, April 2, 1990

City of Petaluma, Petaluma Historic Commercial District Design Guidelines, August 1999

U.S. Department of the Interior, Historic Preservation Tax Incentives, retrieved online from http://www.nps.gov/history/hps/tps/tax/index.htm, May 6, 2011.

U.S. Secretary of the Interior Standards

This page intentionally left blank.

Chapter 8: Implementation

This page intentionally left blank.

8.1 Overview

This Chapter provides the implementation measures required to ensure that the development of the Station Areas is consistent with the community's vision documented in the previous chapters of the Master Plan. These implementation measures are based on the information contained in the previous chapters which contain further information on the following topics:

- Vision (Chapter 2)
- Market Demand (Chapter 3)
- Housing (Chapter 4)
- Access Connectivity and Parking (Chapter 5)
- Infrastructure (Chapter 6)
- Historic Preservation (Chapter 7)

This Chapter includes development incentives, updates for the Zoning Code, Specific Plan, and Smart Code, and an implementation and phasing plan. Table 8.5: Implementation and Phasing, at the end of this chapter provides a summary of the implementation actions contained in this Master Plan along with page references to the more detailed description of the action, the department or agency responsible, and the estimated time frame. Preliminary cost estimates, based upon information available at the writing of this document are included when available.

General Approach to Phasing

1. Revisions to the regulatory framework for development surrounding the two Station Areas.
2. Improvements to the Downtown Station Area necessary to accommodate Passenger Rail Service
3. Phase I Development of the catalyst sites surrounding the downtown station area.
4. Improvements to the Corona Road Station Area necessary to accommodate Passenger Rail Service.
5. Improvements to access and connectivity from the Corona Road Station Area.
6 Phase II Development of the catalyst sites surrounding the downtown station area
7. Infill and Redevelopment of underutilized parcels in the Downtown Station Area along East Washington Street and East D Street.
8. Infill and Redevelopment of underutilized parcels in the Corona Road Station Area.
9. Potential annexation and development of land outside of the Urban Growth Boundary (UGB) within the Corona Road Station Area.

8.2 Development Incentives

Overview

Over the last fifty years a variety of mechanisms have been formulated to assist in meeting the challenges of development in blighted areas or in areas where demand was not assured or funding was insufficient. The current economic climate is one in which these incentive programs are becoming less effective for a City like Petaluma because the challenges are not the direct result of weak market demand—in fact the market demand for multifamily has rarely been stronger. The current challenges for Petaluma are based upon the problems of a national economy that has suffered economic shocks from financial markets and a housing bubble. Currently, financing is available for low risk transactions such as sales of existing multifamily units and new suburban apartment types, and for loans to proven development entities that have deep pockets in cash and equity to guarantee the loan. Financing is also going to investors purchasing existing single tenant, credit tenant retail properties. Construction financing for new mixed use is seen, in most geographic markets, as too risky with too low a return. Mortgage requirements for individuals have become more stringent with higher down payment requirements. High unemployment has lowered the numbers of households which qualify for financing. There is an overhang of foreclosed units statewide, and a crash of housing values locally that together make the pre-sales and financing of new ownership units more difficult than in the past.

Because of the current difficult climate for financing for construction and for mortgages, alternative solutions may be necessary to spur development in the short term. The design team has worked through alternatives with financial analysis and believes that what is being proposed is feasible. At this time, market feasibility based on lease rates and sale prices does present some difficulty but the lack of financing availability because of the recent downturn may be a greater obstacle. Perhaps most important at this time are measures that increase project net income and therefore project value. This lowers the perceived risk and enhances the potential for the projects to receive financing. The following pages outline a number of means for enhancing the bottom line for the proposed projects and increasing the probability of financing.

Measures to Increase Project Profitability and Probability of Financing

Change Impact Fee Formula for Multifamily TOD

One of the stumbling blocks to meeting market conditions is the per-unit impact fee structure for multifamily. The fees remain the same no matter what the unit size, and this adds a burden to the provision of smaller units for one and two person households and for the creation of affordable units. The current fee structure is a very great disincentive to the proposed transit-oriented development and, at the same time, a positive incentive to build the largest units possible. At an average unit size of 1,000 square feet, the cost per square foot for the impact fee is approximately $41. For a 500 square foot unit the cost per square foot of the fees doubles to $82, but the leasable space is halved, lowering project feasibility. If the formula for the fees were based upon square feet of use, the developer would have the flexibility to respond to market conditions and affordability without rising project costs. The justification for such a change is in the fact that this is transit-oriented development and, as recognized in California law, should have lower traffic impacts than residential development in areas where the use of a car is an absolute necessity. Changing the impact fee formula would increase the feasibility of proposed development by increasing the certainty of developer flexibility to meet markets and by increasing profitability if a mix and range of units is contemplated.

Public Agencies Act as "Master Developer"

Where parcels are publicly owned, the responsible agencies can provide a development program and structure through development agreements to enable small projects that combine to make the whole, and couple this flexibility with terms that increase the probability of funding. Parcels owned by SMART can offer the incentive of deferred payment or participation agreements to offset upfront and carrying costs resulting from land purchase. This is completely justifiable as long as the ultimate purpose is to recoup the public cost while providing social benefit. It is suggested that land owned by the public be offered with pricing and terms that vary according to the social utility of the project proposed. In a typical development, parks and open space, public access, and income range addressed are all usually limited. The plan proposes public amenities such as parks and plazas available to all of the public and a unit mix wide enough to create opportunities for a range of household incomes. While funding sources to aid in development of a complete community have been suggested, varied pricing and individual parcel development is an avenue of assistance to help the City and SMART meet social goals that might otherwise prove difficult to attain.

Differential Temporary Tax Assessment for Satisfaction of City Goals

If Tax Increment Financing is unavailable, an option for the City might be a lowered property tax assessment of City property taxes for the first five to ten years of the project. The difference that this would make is in project valuation by financing agencies. If a project has a City tax bill based on the City rate (not including county or state) of $1 million and it is lowered to $500,000, the increase in project value would be in the range of $7.1 million. Thus, reducing the tax burden temporarily can substantially increase the viability of the project for gaining financing. This is being carried out by the City of Portsmouth, Virginia for areas where financing has been difficult.

Direct Means of Financing

One of the ways the City can respond to the problems presented by the current institutional intransigency of traditional lending sources is to create their own funding entities and enjoining lenders to participate in pools that limit their risk, sidestep their loan committees and satisfy Community Reinvestment Act requirements.

Community Development Financial Institution (CDFI)

Community Development Financial Institutions (CDFI's) often used for affordable housing can be used for any community purpose, and have a variety of formats from a quasi-public entity to a private consortium. CDFI's are created to use funding from public and private sources to enable development that otherwise might not be financed. They work with Community Development Entities (the actual developers) to fund and build projects for the community good. All of the development proposed for this area is eligible to be funded by a CDFI.

CDFI's can also be organized as consortia of traditional funding sources. Creating a local consortium to fund development in this area may enable financing. The most difficult constraint to development cited by developers was the current difficulty to achieve financing for any project no matter how feasible. A consortium helps with this problem by requiring only small investment by any one lender, investor or financial institution. As such, it also operates outside of the typical loan committees at banks who are bound by legal rules regarding fiscal prudence and therefore unlikely to undertake the funding of an entire project in the current economy. A consortium for Petaluma could also be a CDFI and make use of tax credits and other financial vehicles.

A quasi-public CDFI can be organized by the City and can include banks and other investors in a consortium to fund financing for projects such as the TOD development at station areas. This directly addresses the problem of standard financing and may be one of the few ways to accelerate project timing in the present national financial circumstances.

Community Development Entities (CDE) Associated with CDFI's

Any development entity can become certified as a CDE and is then eligible to collaborate with a CDFI on a development project. The advantage is access to alternative funding sources that can include public, private and even charity funding. It is suggested that a pro-active approach be undertaken, inviting developers to become CDE's along with a program for forming a CDFI for central City development. The City would then be able to recruit development entities that share their goals. The combination of a CDFI and a CDE program could be quite powerful.

Down-payment Assistance for Residential Units

Down payment assistance can be used to help qualified renters become property owners. The use of this assistance in the study area could increase the potential demand for units here by adding to the number of people able to gain funding for unit ownership. Increasing the number of guaranteed sales increases the feasibility of gaining construction financing. Guaranteed sales are a guaranteed means of gaining financing.

Employment Space Construction Funding

Employment space can be funded through CDBG funding using HUD Section 108 funding. In Portland Oregon, for instance, an employment retention program allows funding to employers for construction of $50,000 per employee and has no payments for the first five years. At the end of five years, if the business leaves its premises, the loan must be paid, otherwise if continued occupation is guaranteed the loan is forgiven. This is a powerful incentive that relies upon partnership between the City and employers.

Small Business Investment Company

Small Business Investment Companies (SBIC's) are business development venture funds for business creation and development that are regulated by the Small Business Administration. The federal government will match local funding at a two to one ratio. What this means is that if local investors, banks and others form a SBIC with $5 million in start-up funding (the minimum investment), the Small Business Administration matches this on a two-to-one basis, forming a total fund of $15 million for the purpose of funding new business. SBIC's are allowed to use funds for investment in small business and to act as an advisory resource. This means that the SBIC employees could fund and advise businesses on issues such as effective use of information technology, effective retailing practices, financial management, employee management, efficient use of resources, etc. The City and the Chamber of Commerce could institute a committee to research the feasibility of setting up an SBIC and work with local investors and local and state financial institutions to fund it initially.

Indirect Incentives

Add the Station Area infrastructure to the Capital Improvement Program

Building infrastructure and public amenities are important components of development. Developers and financing entities have a greater perception of certainty and City commitment when the City actually builds the infrastructure and amenities necessary for a project prior to commitments on the private side.

In the project scenarios that were preferred, the developers are expected to cover between approximately 45 and 65 percent of infrastructure and amenity cost, and under that assumption, development is feasible. According to estimates by Carlile Macy, total infrastructure and open space costs for the project alternatives is over $17 million. In evaluating these costs, approximately $7 to $8 million are onsite costs paid for by development (to be conservative the costs attributed to site infrastructure and open space in the pro formas is approximately $11 million).

Estimated impact fees for the more feasible alternatives are shown in the table below. To use the impact fees from this project, the improvements shown in the plans need to be added to the City Capital Improvement Program and given a priority for timing of expenditure. That said, the alternatives produce traffic impact and park and park development fees sufficient to pay for the improvements necessary. While not all of the impact fees are for site infrastructure, the fees that would apply amount to approximately $18.8 million as shown in the following table.

While provision of infrastructure is a very useful incentive, to allay the risk aversion of lenders in the current climate it may be useful to investigate alternative formats for financing such as participation in a low-risk consortium like a CDFI.

Other Sources for Infrastructure and Public Facilities Funding

There are numerous other sources for infrastructure and public facilities funding outlined in the Chapter 6: Infrastructure for this project. Many are problematic as they add a burden of debt to the City or the project developers. The difficulty is that the economy has lowered revenues from property and sales taxes and lessened the public appetite for assuming debt. At the same time, adding more taxes or fees (as is done with business improvement districts or Mello Roos Community Facility Districts)

Impact Fees for Preferred Alternative

Fee Type	Multifamily	Commercial	Totals
Aquatic Center	$94,903	$13,419	$108,322
Commercial Linkage	NA	$775	$775
Community Center	$400,383	$56,321	$456,704
Fire	$221,168	$31,108	$252,276
Law Enforcement	$333,992	$46,764	$380,756
Library	$170,662	$23,992	$194,654
Open Space	$1,554,692	$218,369	$1,773,061
Park Land	$843,533	$117,724	$961,257
Park Development	$2,191,720	$207,186	$2,398,907
Public Facilities	$380,425	$53,474	$433,899
Traffic	$4,958,151	$3,782,221	$8,740,372
Wastewater	$2,271,145	$101,662	$2,372,807
Water Meter	$979,900	$489,155	$1,469,055
In Lieu Housing	$1,986,030	NA	$1,986,030
Storm	$91,644	$91,496	$183,140
Art	NA	$304,985	$304,985
Specific Plan	$86,553	$21,603	$108,156
Total	**$16,564,900**	**$5,560,255**	**$22,125,155**

to the development lowers project feasibility and acts as a disincentive to financing. Of the programs listed, the following are loan programs that would add debt either to the developers project or to the city:

- the California Infrastructure And Economic Development Revolving Fund Program;
- Community Loan Funds using federal resources,
- Downtown Petaluma Business Improvement District;
- General Obligation Bonds;
- Infrastructure Financing Districts;
- and Mello-Roos Community Facility Districts.

Among the programs that offer funding for infrastructure and are not disincentives to development are: the use of the collected impact fees used for the project by inclusion of improvements in the CIP; EDA grants; Sonoma County Measure M Fund; Propositions 1B and 42 funding for transit, congestion reduction, transportation and storm drainage; tax increment financing (discussed above); and the MTC Transportation for Livable Communities Program.

EDA grants are funds provided from the Economic Development Administration of the US Department of Commerce. These grants have been used in California for 22 funded projects in the 2009 2010 fiscal year. Station area projects may be eligible for these grants under the part of the program that funds public works and economic development programs.

Sonoma County Measure M created a fund based upon a quarter cent sales tax for transportation improvements. When passed, part of the funds raised was expected to be spent upon station site development.

Proposition 1B is a local partnership program passed in 2006 allocating $20 billion in State of California general obligation bonds to fund transportation projects. The city of Petaluma has used these funds for recent projects.

Proposition 42 allocates California gas tax funds for congestion relief and transportation improvements that aid in the relief of congestion and also allows reconstruction and storm drainage repair on existing rights-of-way.

Project Incentives and Affordable Housing Incentives

Funding for affordable housing has been addressed in Chapter 4: Housing. Among the incentives listed in the chapter are:

- Bay Area Transit Oriented Affordable Housing Fund;
- Petaluma Commercial Linkage Fees;
- Petaluma In-Lieu Housing Fund;
- Petaluma Community Development Commission Low Income Housing Fund;
- Home Investment Partnership Act;
- Community Development Block Grants; and
- Low Income Housing Tax Credits (LIHTC)

All of these programs should be investigated for their use in funding the affordable housing component within the proposed project areas. By themselves, funding incentives for affordable housing can help feasibility where affordability is desired, but are not sufficient to incentivize the entire project. To achieve project financing with affordability a mix of policy changes and other financing means is likely to be necessary.

An example is the Low Income Housing Tax Credit program. While LIHTC is a program that can help to build affordable units in the study areas, it is of insufficient significance to overcome the barriers to financing presented by the current economic situation and City permit cost barriers. The maximum credit is approximately eight percent on eligible cost. For Phase 1 of the Golden Eagle Parcels, for instance, rental residential costs are slightly over $15 million. At 15 percent affordable units, the credit would be ± $181,000, an amount too small to change feasibility for a total project cost in the range of $42 million.

Incentives that provide grants and below market rate financing may be especially useful. Descriptions of two of them follow.

Home Investment Partnerships Program (HOME)

HOME offers grants and loans to create affordable housing. These grants are often used in combination with LIHTC credits and standard financing to enable affordability. Grants are made on a project basis and given directly to the developing entity.

California Multifamily Housing Program (MHP)

The Multifamily Housing Program is to fund the new construction, rehabilitation and preservation of permanent and transitional rental housing for lower income households using deferred payment loans with terms up to 55 years at 3% interest. According to the State of California the following activities and development entities are eligible:

- New construction, rehabilitation, or acquisition and rehabilitation of permanent or transitional rental housing, and the conversion of nonresidential structures to rental housing. Projects are not eligible if construction has commenced as of the application date, or if they are receiving 9% federal low income housing tax credits.
- MHP funds will be provided for post-construction permanent financing only. Eligible costs include the cost of child care, after-school care and social service facilities integrally linked to the assisted housing units; real property acquisition; refinancing to retain affordable rents; necessary onsite and offsite improvements; reasonable fees and consulting costs; and capitalized reserves.
- Local public entities, for-profit and nonprofit corporations, limited equity housing cooperatives, individuals, Indian reservations and rancherias, and limited partnerships in which an eligible applicant or an affiliate of an applicant is a general partner. Applicants or their principals must have successfully developed at least one affordable housing project.

The below market interest rates and long term financing make this an attractive incentive for affordable housing.

Predevelopment Loan Program

Up to $100,000 in funding at below market interest rates for predevelopment activities associated with provision of affordable housing, available only to agencies or non-profit public benefit corporations.

Other Project Funding

HUD Economic Development Loans(Section 108 Funding)

Section 108 is the loan guarantee provision of the Community Development Block Grant (CDBG) program. Section 108 provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. This makes it one of the most potent and important public investment tools that HUD offers to local governments. It allows them to transform a small portion of their CDBG funds into federally guaranteed loans large enough to pursue physical and economic revitalization projects that can renew entire neighborhoods.

Use / Guidelines: Activities eligible for Section 108 financing include:

- economic development activities eligible under CDBG;
- acquisition of real property;
- rehabilitation of publicly owned real property;
- housing rehabilitation eligible under CDBG;
- construction, reconstruction, or installation of public facilities (including street, sidewalk, and other site improvements);
- related relocation, clearance, and site improvements;
- payment of interest on the guaranteed loan and issuance costs of public offerings;
- debt service reserves

Since the programs for site development include many of the activities listed as eligible, Section 108 funding merits a closer look by the City.

Transit Oriented Development (TOD) Housing Program

State of California funding, both loans and grants, for gap financing for rentals in TOD that include affordable units and mortgage financing assistance for home-ownership units in TOD. Also eligible is funding for infrastructure improvements necessary to create connections to transit stations. Projects must be within a quarter mile of the transit station. Applicants include cities and counties, transit agencies, developers, and redevelopment agencies. Terms, from the State of California website are as follows:

- Maximum Program loan or grant, or combination of the two, for a single Housing Development or for a single housing developer applicant, including any affiliates of such applicant, shall be limited to $17 million per funding round. The total maximum amount of Program assistance for applications based on a single Qualifying Transit Station and all awards of Program funds over the life of the Program shall be $50 million.

Recommendations for Project Implementation

Effective incentives for development will require a mix of both policy and funding initiatives, and a timeline to prioritize the first phases of new development in the station areas. Based upon feasibility studies, the order of development is likely to be SMART parcels, then the Haystack parcels, and finally the Golden eagle parcels.

Development of SMART Site

In applying scarce city resources, a logical starting place would be the blocks owned by SMART. Because these blocks at the station are under public ownership, the obstacle of land acquisition that exists for the Golden Eagle and Haystack sites is not present. As such these blocks are a unique opportunity and can act as catalyst sites to help create a new urban center to support downtown, demonstrate public commitment and illustrate project feasibility to future financing entities. Working together, the City and SMART can act as master developers to allow incremental project development that could greatly aid in obtaining financing by enabling smaller projects.

To implement projects on the opportunity sites on the SMART parcels, it is recommended that the City work with SMART to create acquisition and development agreements that will help to enable financing and lower initial project cost. Among these are: deferred payment with a reappraisal at a pre-determined time; ground leasing at below market rates for a defined period with a buyout after project stabilization; simple time payments with a balloon payment after a reasonable period of years; and/or site subdivision into small units to enable smaller scale parcel-by-parcel development.

For the short term, the City could build the infrastructure and amenities shown on SMART parcels to create the urban framework necessary for the development. Among the ways to do this are:

- Inclusion of the public amenities and improvements shown on SMART parcels in the city capital improvement plan to allow funding via the assessed impact fees.
- Investigate the use of Proposition 1B and Sonoma County Measure M funds for infrastructure on or adjoining the site.

Public ownership and the urban infrastructure created by the public would allow the sites can be sold as small development projects instead of requiring a single very large project with one deep-pocketed developer. Small projects lower risk and increase the viability of financing. To do this would require either SMART or the City to act as a de facto master land developer, subdividing sites as necessary to achieve projects that can be built in the current market.

Successful development of the SMART parcels may carry the City through the current economic downturn into a time of more robust pricing and leasing rates when development envisioned in the plan for the other sites will be more easily financed and will not require incentives other than the profits offered by the market.

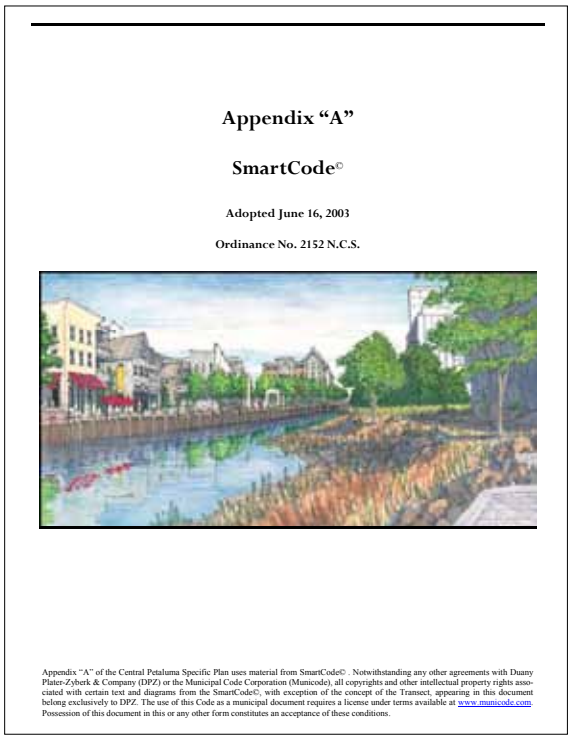
Policy and Funding Measures

Create a new mixed-use multifamily residential impact fee structure for transit-oriented development that assesses fees based not upon unit count but upon building square footage. The importance of removing the current disincentive to a mix and range of unit prices and sizes cannot be over-emphasized.

The city of Petaluma should consider creating a package of funding sources to guarantee the financing of the affordable residential component of this project. Since most of these sources cannot be accessed prior to at least some project design, the city should partner with the developers chosen development entities to gain funding approvals from administering agencies such as the Bay Area Transit Oriented Development Affordable Housing Fund, the California HOME Investment Partnership Program, Low Income Housing Tax Credits administered through the State of California, and the California Multifamily Housing Program.

The city of Petaluma should consider partnering with private sector investors and lenders to create a CDFI consortium fund for station area development. Because of its quasi-public nature, a CDFI is able to use funds from a variety of sources, can help banks achieve their community reinvestment act responsibilities, lowers individual investor's risk, and can thus guarantee funding to satisfy city goals.

8.3 SmartCode Amendments



Appendix "A"

SmartCode©

Adopted June 16, 2003

Ordinance No. 2152 N.C.S.

Appendix "A" of the Central Petaluma Specific Plan uses material from SmartCode© . Notwithstanding any other agreements with Duany Plater-Zyberk & Company (DPZ) or the Municipal Code Corporation (Municode), all copyrights and other intellectual property rights associated with certain text and diagrams from the SmartCode©, with exception of the concept of the Transect, appearing in this document belong exclusively to DPZ. The use of this Code as a municipal document requires a license under terms available at www.municode.com. Possession of this document in this or any other form constitutes an acceptance of these conditions.

The SmartCode found in the Central Petaluma Specific Plan (CPSP) was the first SmartCode adopted. Since Petaluma adopted the SmartCode, the SmartCode template has been continually updated with input from practitioners from numerous disciplines. As of 2012, the SmartCode was on version 9.2.

The following proposed amendments to the SmartCode are intended to ensure that the development within the Downtown Station area is consistent with the community's vision and this Master Plan document. These amendments include:

- Refinements to address procedural issues in the existing document raised by staff, developers, and community members.
- Refinements to development standards that have been found to be impediments to development.
- Expanded regulations to provide more certainty for the community and clarity for developers on the type and form of new development.
- Refinements consistent with the updating of the SmartCode template from the version that was adopted to the current version (v.9.2).

Table 8.3: SmartCode Amendments

Introduction		
	Intent	Provide an expanded Intent that combines the purpose included in the existing SmartCode and the intent in Version 9.2 of the SmartCode. The expanded Intent will provide criteria used to rule on requests for Warrants.
Section 2 - Zoning Map		
Table 2.1	Transect Zone Descriptions [new]	Version 9.2 of the SmartCode includes a table that provides descriptions of the character of each zone (Table 1). A version of this table that has been calibrated for Petaluma should be added to the SmartCode.
2.10	Zoning Map	Provide a refined zoning map that shows a reduced amount of T6 required in the station area. After analyzing market demand data, see Chapter 3 (Market Demand), it was determined that the ground floor retail and density required by T6 was more than the market could support. The updated zoning should focus T6 into areas that are most appropriate for ground floor retail and higher densities.
Section 3 - Building Function Standards		
3.10.030	Permit Requirements for Allowable Uses [new]	Introduce a Minor Use Permit (MUP). The minor use permit enables administrative review of uses that are generally compatible with the allowed uses in that zone, but may have minor components of that use that require an administrative review and/or conditions of approval to ensure there are no conflicts with surrounding uses. The Minor Use Permit provides an intermediate, administrative level of review that ensures consistency with the community's vision without adding the time and cost associate with a full Use Permit to uses that are generally compatible.
Table 3.1	Allowed Functions and Permit Requirements	Update table to include Minor Use Permits.
Table 3.1	Allowed Functions and Permit Requirements	Update table to include T6-Open to allow for ground floor office and service uses.

Table 8.3: SmartCode Amendments		
Section 4 - Urban Standards		
Table 4.1	Urban Standards Table	Update the Urban Standards Table consistent with the vision for the Downtown Station Area: • Eliminate Density Maximums - Rely on Form-Based Standards to regulate development. Density requirements could discourage smaller units near transit. • Add Thoroughfares / Public Frontage Types to the table (consistent with SmartCode v.9.2). • Refine List of Civic Space Types to be consistent with revised Civic Space Standards. • Eliminate Lot Area and Lot Coverage Requirements for T5 and T6. Lot Area and Lot Coverage for T5 and T6 should be more precisely regulated by building type. • Add Build-to Line standards for T6 to ensure that all buildings are placed at back of sidewalk and there is a consistent facade plane. • Revise Setbacks, create separate regulations for Principal Building and Out-building, rear setbacks along alleys to 0'. • Add allowed Building Types. • Add Private Frontages. • Revise height limits. Allow 6 stories max. in T6; allow T5 to have height bonus to 6 stories. • Add regulations for Ground Floor Height, Ground Floor Depth, and Distance Between Entries. • Revise parking standards. 1 space per market rate unit; .5 space per affordable unit; 1 space per room for lodging uses; 2.0 spaces per 1000 sq. ft for all other uses.
4.20.010	Bldg Height Bonus	Change exception to apply to T5.
4.30	Building Placement	Update the Building Placement Table with the Building Disposition Table (Table 9) from the SmartCode v.9.2 that has been calibrated for Petaluma.
4.40	Frontage Types	Provide expanded Private Frontage Standards that includes regulations for each frontage type.
Figure 4.4	Frontage Type Regulating Plan [new]	Add frontage type Regulating Plan indicating where specific frontage types are required or allowed.
4.50	Civic Spaces	Provide expanded Private Civic Space Standards that include additional regulations as well as smaller open spaces appropriate for urban location.
Figure 4.5	Civic Space Regulating Plan [new]	Add Civic Space Regulating Plan that provides additional dimensional requirements.
4.70.020	Live/Work Units	Revise standards to reflect intended live/work types and ensure easy approval.
4.70.030	Mixed-Use	Revise standards to reflect intended mixed-use types and address community concerns about industrial uses and noise.
4.80	Building Type Standards [new]	Introduce Building Type Standards to provide additional guidance for the development of specific Building Types.
4.90	Commercial Signage Standards [new]	Introduce Commercial Signage Standards to provide additional guidance for the development of specific Building Types.

Table 8.3: SmartCode Amendments		
Section 5 - Thoroughfare Standards		
5.10.030	Thoroughfare Design [new]	Provide additional standards related to thoroughfare design.
5.10.040	Movement Type and Design Speed [new]	Provide descriptions of the Movement Type and Design Speed.
5.10.050	Intersections [new]	Add regulations to address intersections.
5.10.060	Public Frontages [new]	Add regulations to address public frontages.
5.10.070	Thoroughfare Assemblies [new]	Add the additional thoroughfare Assemblies to the catalogue of existing thoroughfare assemblies.
5.10	Thoroughfare Standards Key Map	Update the thoroughfare standards key map for the Station Area.
Section 6 - Parking Standards		
6.10.070	Sunset Clause: Establishment of Civic Parking Infrastructure	Update Sunset Clause. Allow waiving of all parking standards should the city adopt a policy targeting a parking availability of 15% for on-street parking spaces on each block face and parking is managed to achieve this supply goal through the use of permits, time-limits, pricing, or a combination thereof.
Section 8 - Code Administration		
8.10.020	Warrant or Variance Procedures [new]	Provide a procedure for Warrants and Variances.
8.10.030	Limited Time Permits	Update the list of allowed temporary uses to include retail incubator structures and increase the limit of duration for these structures to up to 3 years with required yearly renewal.
8.10.060	Minor Use Permit [new]	Provide an administrative procedure for a Minor Use Permit.
Section 9 - Glossary		
9.10.020	Definitions	Update illustrated definitions with illustrations from SmartCode v.9.2.
9.10.020	Definitions	Provide additional definitions related to mixed-use addressing: • River Industrial • Agricultural Industrial • Primary Use • Accessory use • Live/Work and Work/Live • Hours of Operation (provide distinction between business hours and hours during which machinery is operational)

8.4 Zoning Code Amendments

CITY OF PETALUMA

COMMUNITY DEVELOPMENT DEPARTMENT

IMPLEMENTING

ZONING ORDINANCE

June 2008

For the portion of the Downtown Station Area that falls outside of the boundaries of the CPSP and for the Corona Road Station Area, the Zoning Ordinance will provide the development standards. Since the Zoning Ordinance applies to a much larger area outside of the two Station Areas, targeted revisions that will have the greatest benefit to the Station Areas are being recommended. These revisions are intended to ensure that future development is consistent with the community's vision for the two station areas. These revisions also address issues identified by staff as obstacles that they have encountered when reviewing previous development proposals within the Station Areas.

Table 8.4: Zoning Code Amendments
Provide a procedure that enables the application of the transect zones in the Central Petaluma Specific Plan (CPSP) SmartCode to the MU1 and MU2 zones located outside of the CPSP boundaries.
Regulate the desired mix of building types in R3 with building type standards tied to minimum lot sizes rather than densities.
Refine land use tables to ensure the right uses are being encouraged • Allow size-limited music and other classes and professional office uses in an ancillary structure in Downtown Residential Areas
Refine parking standards to reinforce walkable urban areas. • Generalize use categories for parking to enable more flexibility and allow for easier transition between uses in commercial space. • Remove parking requirements that are tied to number of seats in Restaurants, Coffee Shops, and Cafes. Regulate based on size consistent with other uses. • Provide a reduction in parking requirements within 1/4 mi and 1/2 mi of the station. • Allow on-street parking to count toward parking requirements.

8.5 Implementation and Phasing Plan

Table 8.5: Implementation and Phasing Plan

Action	Reference Pages	Department/Agency Responsible	Time frame	Estimated Cost
Land Use and Planning				
Amend Central Petaluma Specific Plan and SmartCode to conform to the land uses, parking standards, and development standards established in the Station Area Master Plan for the Downtown Station Area.	8-12	Advanced Planning	Upon Plan Adoption	n/a
Amend Zoning Ordinance to conform to the land uses, parking standards, and development standards established in the Station Area Master Plan.	8-13	Advanced Planning	1-5 years	n/a
Work with owners of the Golden Eagle and Haystack parcels in the Downtown Station Area to encourage redevelopment.	8-4	Advanced Planning, Economic Development	1-10 years	n/a
Work with SMART to create acquisition and development agreements that will help to enable financing and lower initial project cost.	8-11	Advanced Planning, Economic Development, SMART	1-5 years	n/a
Build infrastructure and amenities shown on SMART parcels to create the urban framework necessary for the development. Among the ways to do this are: • Inclusion of public amenities and improvements in the city capital improvement plan. • Investigate the use of Proposition 1B and Sonoma County Measure M funds for infrastructure.	8-11	Advanced Planning, Economic Development, Public Works & Utilities	1-5 years	see costs in following section
Investigate new mixed-use multifamily residential impact fee structure for transit-oriented development.	8-11	Advanced Planning, Economic Development	1-5 years	n/a
Create package of funding sources to guarantee the financing of the affordable residential component.	8-11	Housing, Economic Development	1-5 years	n/a
Partner with private sector investors and lenders to create a CDFI consortium fund.	8-11	Advanced Planning, Economic Development	1-5 years	n/a
Require residential developments of five or more units within the SMART station areas provide 15 percent of units at a rate that is affordable to lower income households on-site.	4-6	Planning Division, Housing	1-5 years	n/a
Prioritize local funds to subsidize residential development projects located within the station areas.	4-6	Economic Development, Housing	1-5 years	n/a
Plan for a variety of housing types including apartments, townhomes, and live/work units.	4-6	Advanced Planning, Housing	1-10 years	n/a
Preserve scale, character, and affordability of established residential neighborhoods within the station areas.	4-6	Advanced Planning, Housing	1-5 years	n/a
Study Alternatives for the bicycle lanes along the Lakeville Street.	5-10	Advanced Planning, Public Works & Utilities	1-5 years	n/a
Invest in policies and actions to ensure that alternatives to park and ride access are prioritized at the Downtown Station.	5-49	Advanced Planning, Economic Development, Public Works & Utilities	1-5 years	n/a

Table 8.5: Implementation and Phasing Plan

Action	Reference Pages	Department/Agency Responsible	Time frame	Estimated Cost
Pursue opportunities for the shared use of underutilized parking spaces in existing lots nearby.	5-51	Public Works & Utilities, SMART	1-5 years	n/a
Adopt a policy goal that 15% of on-street parking spaces on each block face remain available at all times and manage on-street parking demand to achieve the desired availability target.	5-53	Advanced Planning, Public Works & Utilities	1-5 years	n/a
Establish a permit parking zone to prioritize curb space for local residents and/or businesses.	5-54	Public Works & Utilities	1-10 years	n/a
Establish Parking Benefit Districts.	5-54	Advanced Planning, Public Works & Utilities, Economic Development,	1-5 years	n/a
Pursue financing for affordable and workforce housing.	4-12	Housing, Economic Development,	Project Duration	n/a
Pursue financing sources for access and connectivity improvements.	6-17	Public Works & Utilities	Project Duration	n/a
Pursue financing sources for infrastructure improvements.	6-17	Public Works & Utilities	Project Duration	n/a
Pursue financing sources for parks and open space improvements.	6-17	Public Works & Utilities	Project Duration	
Circulation and Access (Downtown)				
Develop plans for routing, funding, and operating shuttle service upon the opening of SMART rail service in 2016.	5-24	SMART, Petaluma Transit	1-5 years	n/a
Work with local employers and retailers to identify opportunities for private shuttles.	5-24	SMART, Petaluma Transit	1-10 years	n/a
Adjust schedule for local Petaluma Transit routes to meet both north and south bound SMART Trains.	5-24	Petaluma Transit	1-5 years	n/a
Implement East Washington Street Improvements.	5-8 ,6-4	Planning Division, Public Works & Utilities, Property Owner/Developer	1-10 years	$1,977,500
Implement East D Street Improvements.	5-8 ,6-4	Planning Division, Public Works & Utilities, Property Owner/Developer	1-10 years	$1,336,500
Implement Copeland Street Improvements.	5-8 ,6-4	Planning Division, Public Works & Utilities, Property Owner/Developer	5-10 years	$1,385,000
Implement Weller Street Improvements.	5-8 ,6-4	Planning Division, Public Works & Utilities, Property Owner/Developer	5-10 years	$1,053,000
Construct new Station Access Street.	2-13,5-8, 6-4	Planning Division, Public Works & Utilities, SMART	1-5 years	$872,500
Construct new Transverse Street.	2-13,5-8, 6-4	Planning Division, Public Works & Utilities, SMART	1-5 years	$1.026,500

Table 8.5: Implementation and Phasing Plan

Action	Reference Pages	Department/Agency Responsible	Time frame	Estimated Cost
Construct new Riverfront Street.	2-15,5-8, 6-4	Planning Division, Public Works & Utilities, Property Owner/Developer	1-10 years	$486,000
Construct new Neighborhood Square Street / Grey Street extension.	2-15,5-8, 6-4	Planning Division, Public Works & Utilities, Property Owner/Developer	1-10 years	$945,000
Construct new shared surface parking lot on the SMART Parcels.	2-38,5-28	Planning Division, Public Works & Utilities, SMART	1-5 years	TBD
Provide secure bicycle parking at the Downtown Petaluma SMART Station.	5-8	Public Works & Utilities, SMART	1-5 years	TBD
Implement priority sidewalk improvements:		Planning Division, Public Works & Utilities	1-10 years	$31,000
• Improve Erwin Street sidewalks.	5-8,6-13			
• Improve Jefferson Street sidewalks.	5-9,6-13			
• Complete sidewalks on Wilson Street.	5-9,6-13			
Upgrade all crossings of E. Washington Street within the Station Area.	5-8,6-13	Public Works & Utilities	1-10 years	$260,000
Implement lower priority Circulation and Access improvements:		Planning Division, Public Works & Utilities	10+ years	TBD
• Upgrade D-Street Bridge.	5-9			
• Designate Neighborhood Greenways.	5-9			
• Construct Multi-use Path along the Petaluma River.	5-10			
• Construct new Multi-Use Path extension in the Madison Street alignment.	5-10			
• Implement Petaluma Boulevard improvements.	5-10			
• Install new sidewalks on Copeland Street (N of E. Washington Street).	5-10			
• Improve Baylis Street sidewalks.	5-10			
• Install new sidewalk on Grey Street .	5-10			
• Provide bicycle connectivity along (or adjacent to) the Lakeville Street corridor.	5-10			
• Extend River Trail.	5-10			
Circulation and Access (Corona Road)				
Construct the SMART Multi-use Path through Station Area.	5-34	Public Works & Utilities, SMART	1-10 years	
Implement priority sidewalk improvements:		Planning Division, Public Works & Utilities	1-10 years	$1,368,000
• Install sidewalks on N. McDowell Boulevard.	5-34,6-13			
• Install new Sidewalks along Corona Road.	5-34,6-13			

Table 8.5: Implementation and Phasing Plan

Action	Reference Pages	Department/Agency Responsible	Time frame	Estimated Cost
Implement priority sidewalk street crossing safety improvements:		Public Works & Utilities	1-10 years	$140,000
• Implement crossing improvements at Youngstown Senior Mobile Home Park.	5-34,6-13			
• Implement crossing improvements at Petaluma Estates.	5-34,6-13			
Implement priority Off-Street Paths and Crossings:		Public Works & Utilities, SMART	1-10 years	$362,000
• Construct new SMART Multi-use Path crossing of Corona Road.	5-34,6-13			
• Construct new SMART Multi-Use Path crossings of North McDowell Boulevard.	5-34,6-13			
• Construct new path link from the SMART Multi-Use Path to North McDowell Boulevard at Youngstown Senior Mobile Home Park.	5-34,6-13			
• Construct new path link from the SMART Multi-Use Path to McDowell Boulevard at Petaluma Estates.	5-35,6-13			
• Upgrade the Corona Creek Trail Crossing of Sonoma Mountain Parkway.	5-34,6-13			
• Construct new Class I path link along the West Corona Creek Trail.	5-34,6-13			
• Construct new Wood Sorrell Multi-use Path.	5-36,6-13			
Implement lower priority Circulation and Access Improvements:		Planning Division, Public Works & Utilities	10+ years	TBD
• Construct new path between Petaluma Estates and Youngstown Senior Homes.	5-36			
• Construct new ADA compliant pedestrian facility from the western terminus of Petaluma Court to Corona Road.	5-36			
• Construct new River trail.	5-36			
• Construct new US-101 trail.	5-36			
Infrastructure				
Install new 12” water mains in the new streets.	6-4	Public Works & Utilities, Property Owner/Developer	See Streets	$648,000
Install 8” collector sewer mains in the new streets.	6-4	Public Works & Utilities, Property Owner/Developer	See Streets	$514,500
Install new 24” and 30” storm drains in the new Transverse Street.	6-4	Public Works & Utilities, Property Owner/Developer	See Streets	$926,000
Relocate the transmission power poles and electric lines along East D Street; underground distribution electrical, telephone, and cable lines along East D Street and Copeland Street; install new joint trench facilities in new streets.	6-5	Public Works & Utilities, Property Owner/Developer	See Streets	$1,018,500

Table 8.5: Implementation and Phasing Plan				
Action	**Reference Pages**	**Department/Agency Responsible**	**Time frame**	**Estimated Cost**
Public Open Spaces				
Construct new Neighborhood Square.	2-21,6-5	Planning Division, Parks & Recreation, Public Works & Utilities, Property Owner/Developer	1-10 years	$200,000
Construct Turning Basin Public Open Space Improvements.	2-21,6-5	Planning Division, Parks & Recreation, Public Works & Utilities, Property Owner/Developer	1-10 years	$2,300,000
Construct Amphitheatre.	2-21,6-5	Planning Division, Parks & Recreation, Public Works & Utilities, Property Owner/Developer	1-10 years	$800,000
Historic Preservation				
Complete a Citywide Historic Resource Inventory and Database.	7-5	Advanced Planning, Planning Division, Information Technology	1-10 years	TBD
Develop a Historic Context Statement.	7-5	Advanced Planning, Planning Division	1-5 years	TBD
Pursue Tax Credits for Restoration and Preservation to provide financial incentives for the preservation and revitalization of historic resources.	7-5	Advanced Planning, Economic Development	Project Duration	n/a
Create a central repository for historic data, plans, and guidelines to increase and improve public access to historic resource data.	7-6	Advanced Planning, Information Technology	1-5 years	n/a
Foster appreciation for Petaluma's cultural heritage through signage, art, tours, and educational events such as talks, lectures, and film screenings.	7-6	Parks & Recreation Historic Preservation Groups	1-5 years	n/a
Proceed with Establishing a Mills Act Program.	7-6	Advanced Planning, Economic Development	1-5 years	n/a
Pursue Certified Local Government Status.	7-6	Advanced Planning	1-5 years	n/a
Develop an Adaptive Reuse Program.	7-7	Advanced Planning, Economic Development	1-5 years	n/a
Clarify and Streamline Historic Designation Permit Procedures.	7-7	Advanced Planning, Planning Division	1-5 years	n/a