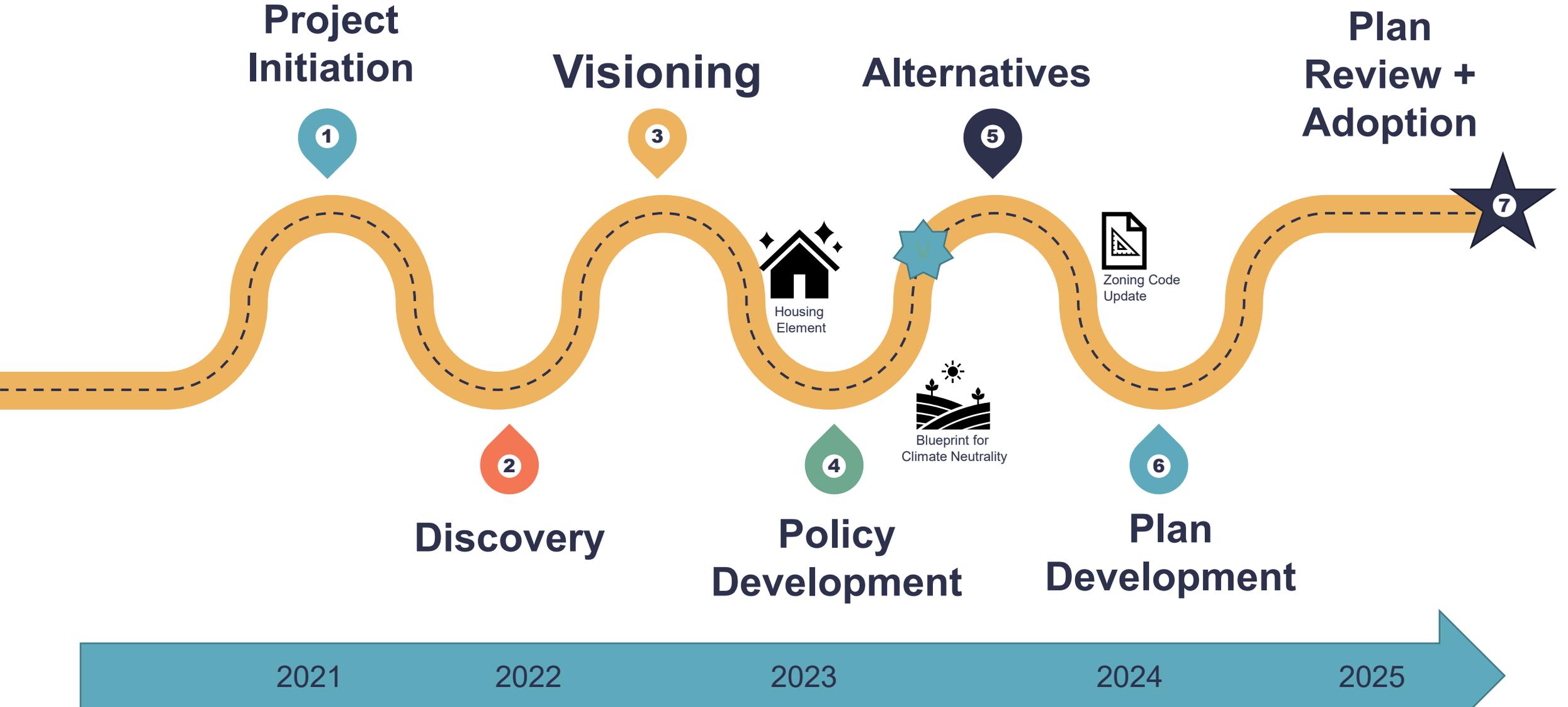


General Plan: Policy Frameworks & Land Use Alternatives

Planning Commission . April 9, 2024

General Plan Update Roadmap



Presentation Overview: Policy Frameworks

- Introduction to Policy Frameworks
 - Origins
 - Role in Planning Process
- Frameworks Review Process
 - Public
 - General Plan Advisory Committee (GPAC)
 - Other commissions, committees, & boards (CCBs)
 - Planning Commission
 - Ad Hoc Committee Formation
- Next Steps
- Questions



Presentation Overview: Land Use

- Introduction and Direction Needed
- Context and Background
 - Land Use
 - Flood Resilience
 - Market and Fiscal Context
 - Transportation
- Proposed Areas for Land Use Change
 - 15-Minute City
 - GPAC Recommendations for Areas of Change
 - Accessibility Analysis
 - Core, Corridors, 15-Minute Centers
- Evolution of Single-Family Neighborhoods



Meeting Goals

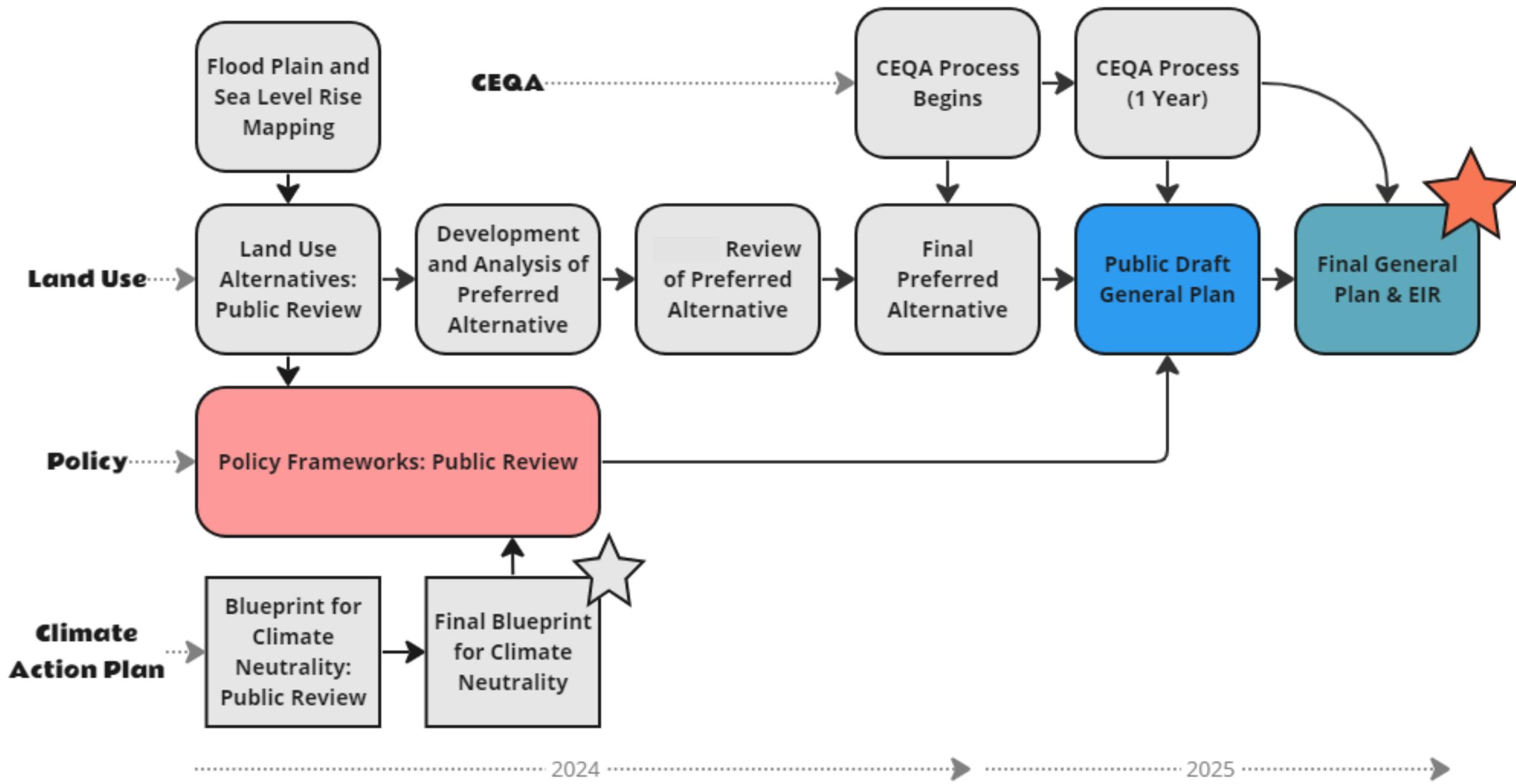
1. Receive a briefing on the **Draft Policy Framework review process**
2. **Form Ad Hoc Committees** to facilitate Framework review
3. Receive a briefing on the **Land Use Alternatives process**
4. Provide input on key considerations in the **Land Use Alternatives**

Note: Please do **plan to attend any upcoming CCB meetings and public meetings you are interested in**. All feedback gathered will be brought to Planning Commission in the Fall for full consideration of this topic and recommendation for City Council.

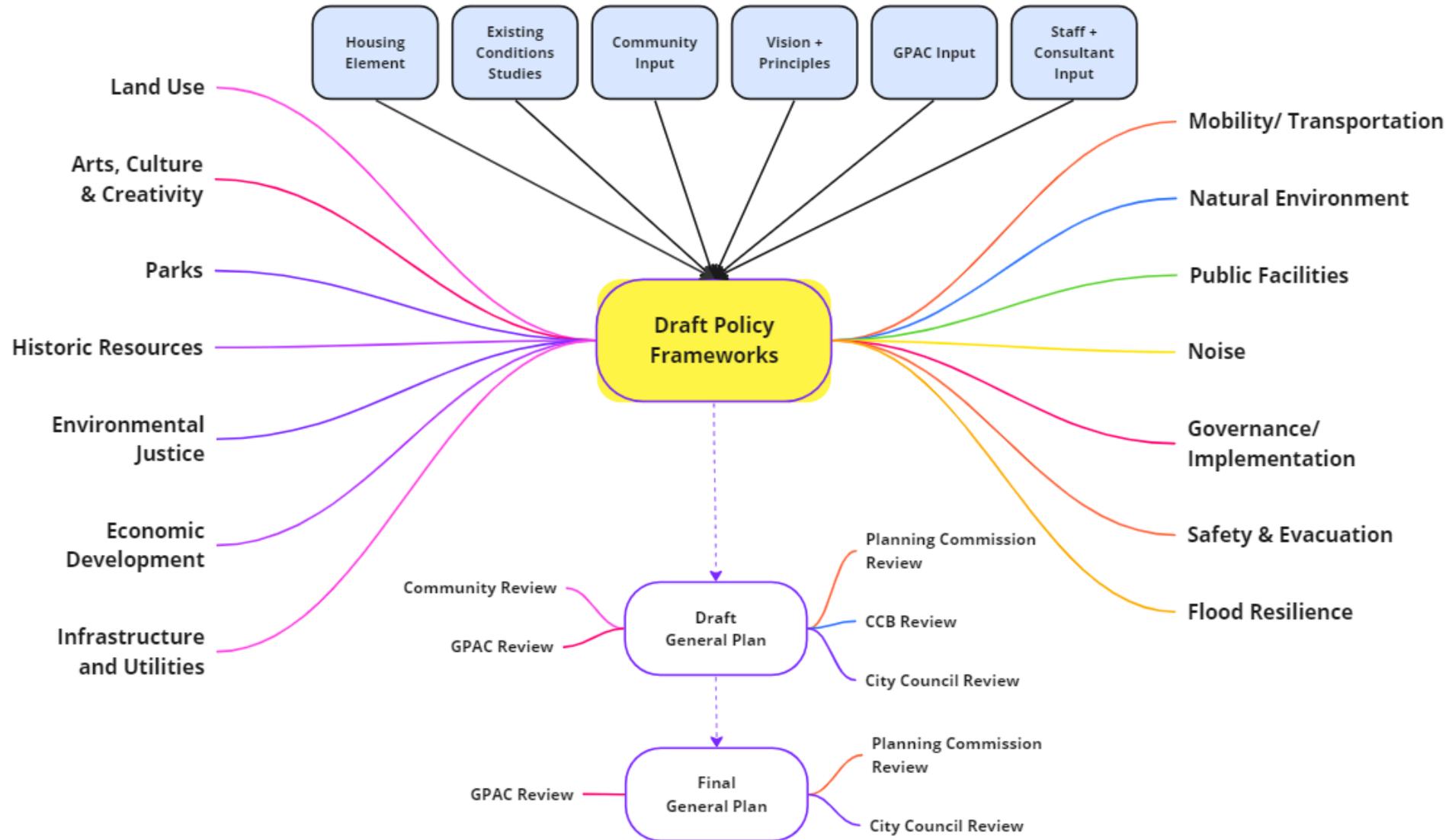
Foundations of Policy Frameworks & Land Use Alternatives

- 2021 **Existing Conditions Reports:** *existing plans and regulations (e.g., specific plans, SmartCode), Area Profiles, Pipeline Development Projects, Land Use Opportunities and Constraints, Market Demand, Future of Retail*
- 2021 **Community Input:** *survey, workshop, pop-ups, area meetings*
- 2022 **GPAC Vision, Pillars, & Guiding Principles**
- 2022 **Concept Diagrams:** Areas of Discussion, Key Strategies
- 2022 **What-if Scenarios**
- 2022 **Strategy Discussions:** City, consultants, GPAC
- 2023 6th Cycle **Housing Element Sites and Programs**
- 2023 **SDAT Report**
- 2023 **Housing Feasibility Studies**
- 2023 **Flood and Sea Level Rise Modeling**
- 2023 Draft **Blueprint for Carbon Neutrality**
- **Ongoing Planning:** *Active Transportation Plan*

Policy Frameworks



Policy Frameworks: Draft Review Process



Policy Frameworks

ARTS, CREATIVITY, AND CULTURE



PARKS



HISTORIC RESOURCES



ENVIRONMENTAL JUSTICE



SAFETY



ECONOMIC DEVELOPMENT



INFRASTRUCTURE AND UTILITIES



MOBILITY AND TRANSPORTATION



NATURAL ENVIRONMENT



FLOOD RESILIENCE



PUBLIC FACILITIES



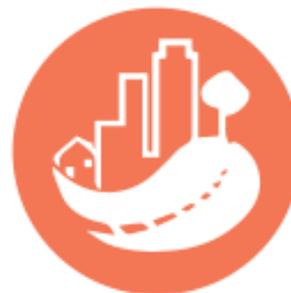
NOISE



GOVERNANCE AND IMPLEMENTATION



LAND USE



View the
Frameworks
planpetaluma.org

Policy Framework Review Calendar

CCB	Meeting Date	Key Frameworks to be Reviewed
Airport	May 2, 2024	Mobility
Historic & Cultural (HCPC)	May 7, 2024	Historic
Bike + Ped (PBAC) Transit	May 1, 2024	Mobility
Public Art	May 23, 2024	Art/Creative
Recreation, Music, & Parks Tree Advisory	May 15, 2024	Parks, Natural Environment, Public Facilities
Senior	May 9, 2024	Environmental Justice
CAC	May 9, 2024	Mobility/Transportation, Flood Resilience, Natural Environment
PlanFest – Public Event	May 11, 2024	All!
Planning Commission	May 28, 2024 (June 25, July 23, etc.)	Natural Environment, Mobility/Transportation, Parks, Flood Resilience, Economic Development Infrastructure and Utilities, Environmental Justice, Noise, Land Use
GPAC	June 20, 2024	Working Group recommendations on all Frameworks

Public/CCBs can also learn more and provide feedback online!

Planning Commission: Review Process

- **March 21, 2024:** Frameworks Published
- **April 9:** Establish PC Review process and ad hocs (today!)
- **May 14:** Check in on Ad Hoc process (brief, GP team will not attend unless already there for Cannabis retail)
- **May 28:** Check in on Progress, provide feedback on first tranche of frameworks from Ad Hocs for larger PC discussion
- **June 25:** Final Ad Hoc Feedback and PC Discussion (save Land Use)
- **July 23:** Land Use Framework

Planning Commission Ad Hoc Committees

- Establish two (02) Ad Hoc Committees
 - Chair and Vice Chair facilitate Committee activities
 - Planning and Project staff support for reviewers
- Recommended Draft Framework Reviews
 - **Ad Hoc 1** - Economic Development, Mobility/Transportation, Parks
 - **Ad Hoc 2** – Flood Resilience, Infrastructure and Utilities, Noise
- **Environment Justice and Natural Environment**
 - Combined review session
- **Flood Resilience and Land Use Framework** - forthcoming

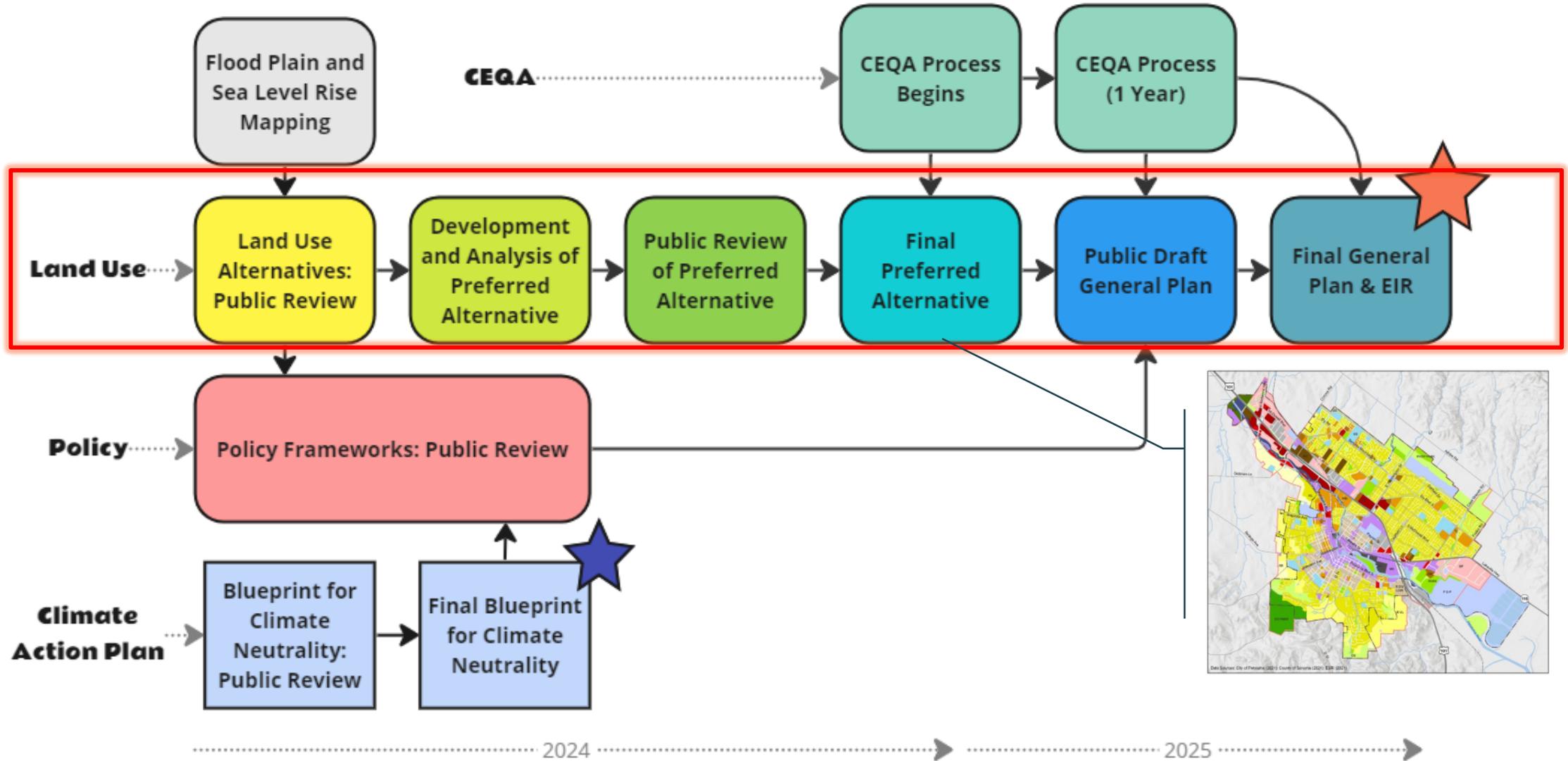
Ad Hoc Request

- Provide consolidated comments on assigned Frameworks, given Council-approved General Plan Vision, Goals and Principles
 - Use provided forms to organize feedback and facilitate its use by the GP team
 - Consolidated comments will represent the consensus of the Ad Hoc
 - Disagreements may be noted
 - PC members may comment on other Frameworks as part of the review discussion when Ad Hocs report out
- Collaborate to deliver Planning Commission review comments to Project Team and GPAC

Questions?

Land Use Alternatives

Land Use in the General Plan Process



Recent & Upcoming Land Use Alternative Steps



Planning Commission Discussion Questions

Land Use Alternatives & 15-Minute Centers

- Does Planning Commission support the **general resilience approach**?
- Does the PC support the broad citywide concept of **de-intensifying certain river-adjacent areas** while intensifying some combination of the core, corridors, and/or centers?
- **Are these the right areas** to bring to the public to consider potential land use designation changes? Are any missing?
- Have we identified the **right 15-Minute Activity Centers**?

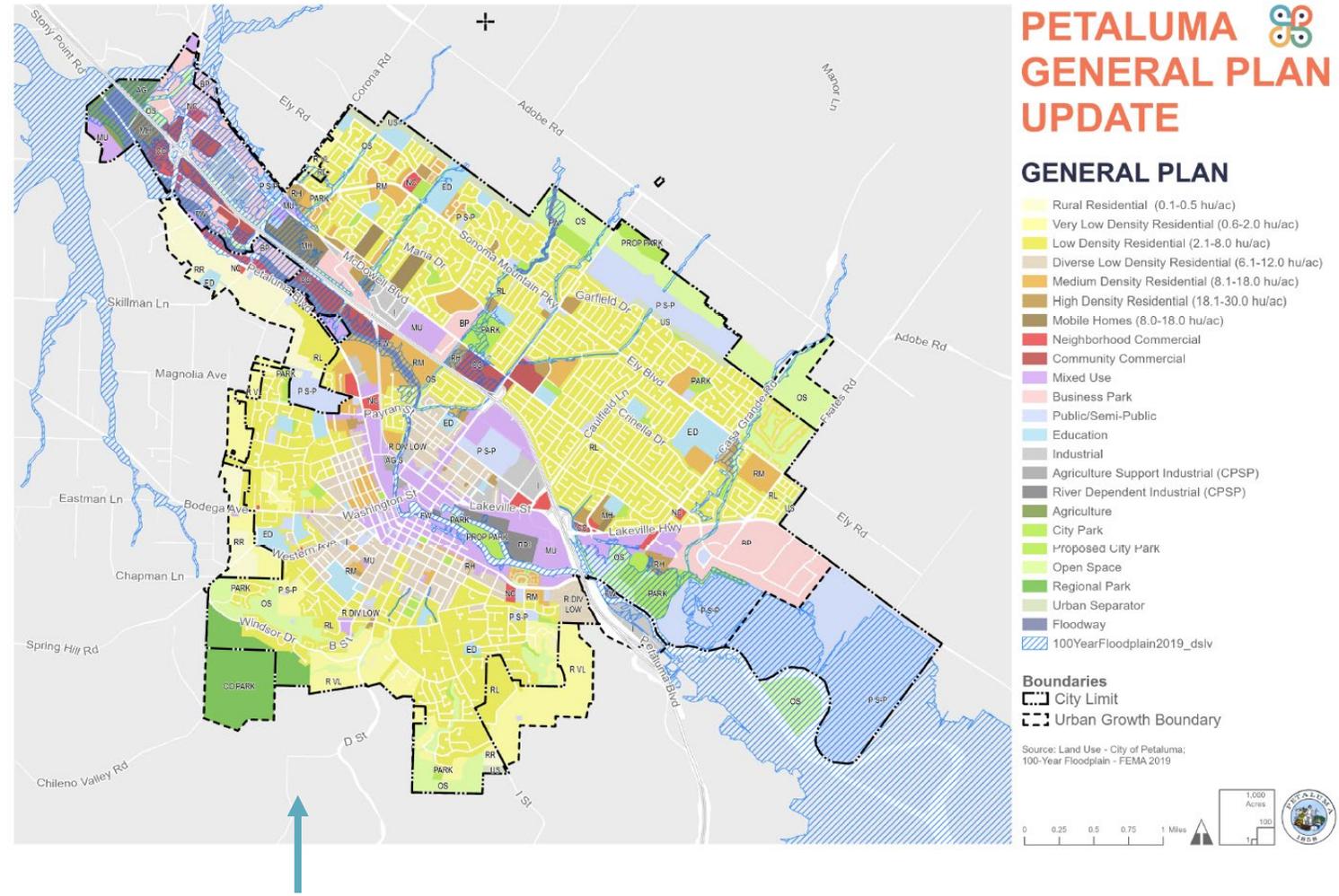
For Later Discussion: Neighborhood Evolution

- To what extent should the City allow, incentivize, and/or require vertical mixed-use development?
- Should the City be more flexible with respect to zoning requirements? (e.g., Home Occupations, Live/Work, retail or storefront mandates)
- What strategies and policies should the City employ to support infill of existing single-family lots with middle-density development of up to four units?
- Should the City allow more than four units per single-family lot?

What are General Plan land use designations?

The foundation of the City's ability to regulate development

- Establishes allowed uses
- Describes general character envisioned
- Sets maximum residential density (units per acre) and/or commercial intensity (floor area ratio or building height)
 - In some cases, sets minimums



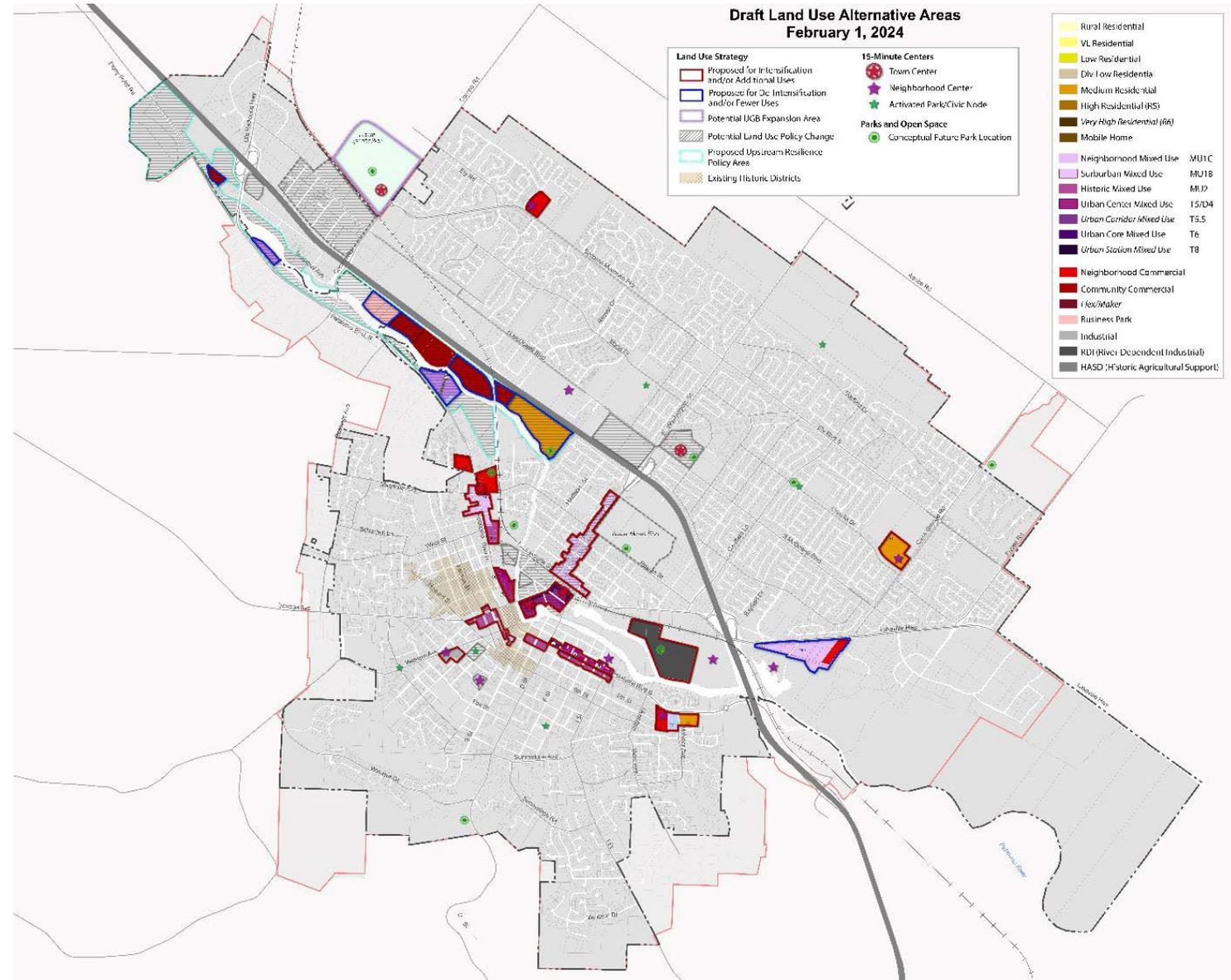
Current GPLU Map

What are “Land Use Alternatives”?

Options to publicly explore potential changes in General Plan land use designations

(different allowed land uses and intensities compared to the current General Plan)

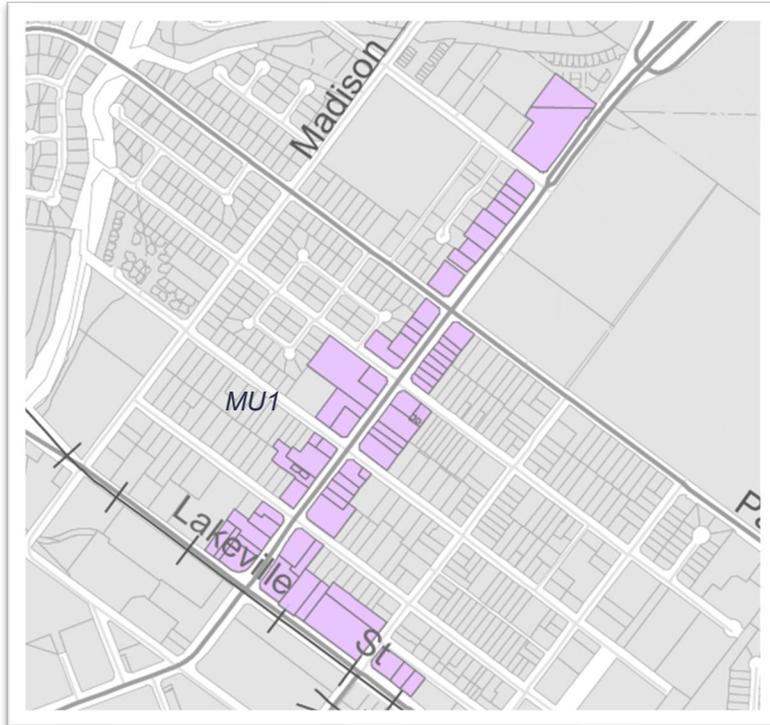
Note: We do not have citywide Land Use Alternatives (alternatives are by area)



Example of Land Use Alternatives

Base: No Change

Mixed Use 1 (2/3-story)



Alternative 2: Slight Intensification



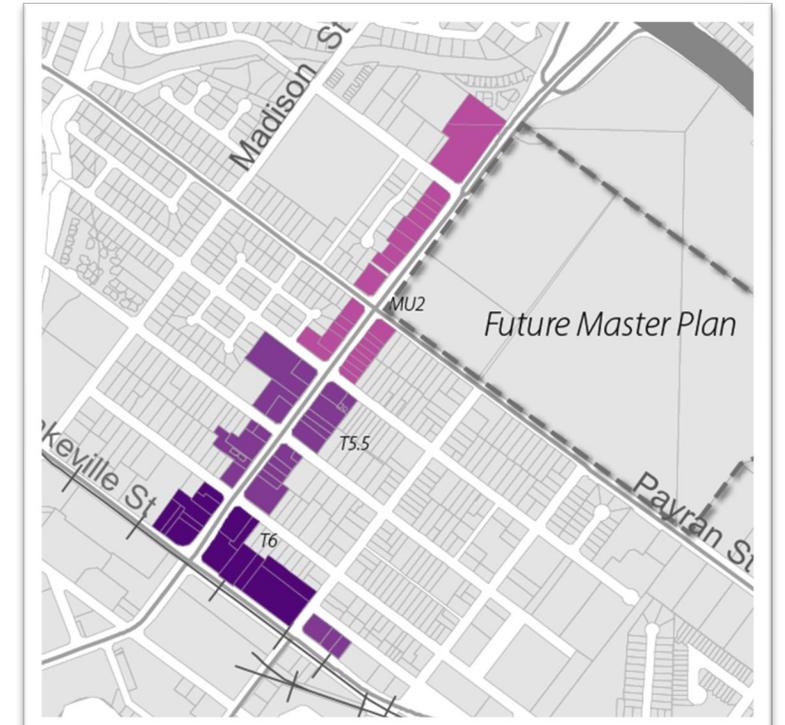
Intensify to 5-story from Lakeville to Wilson (1 block deep), then step down to 4-story mixed use



Alternative 3: Major Intensification



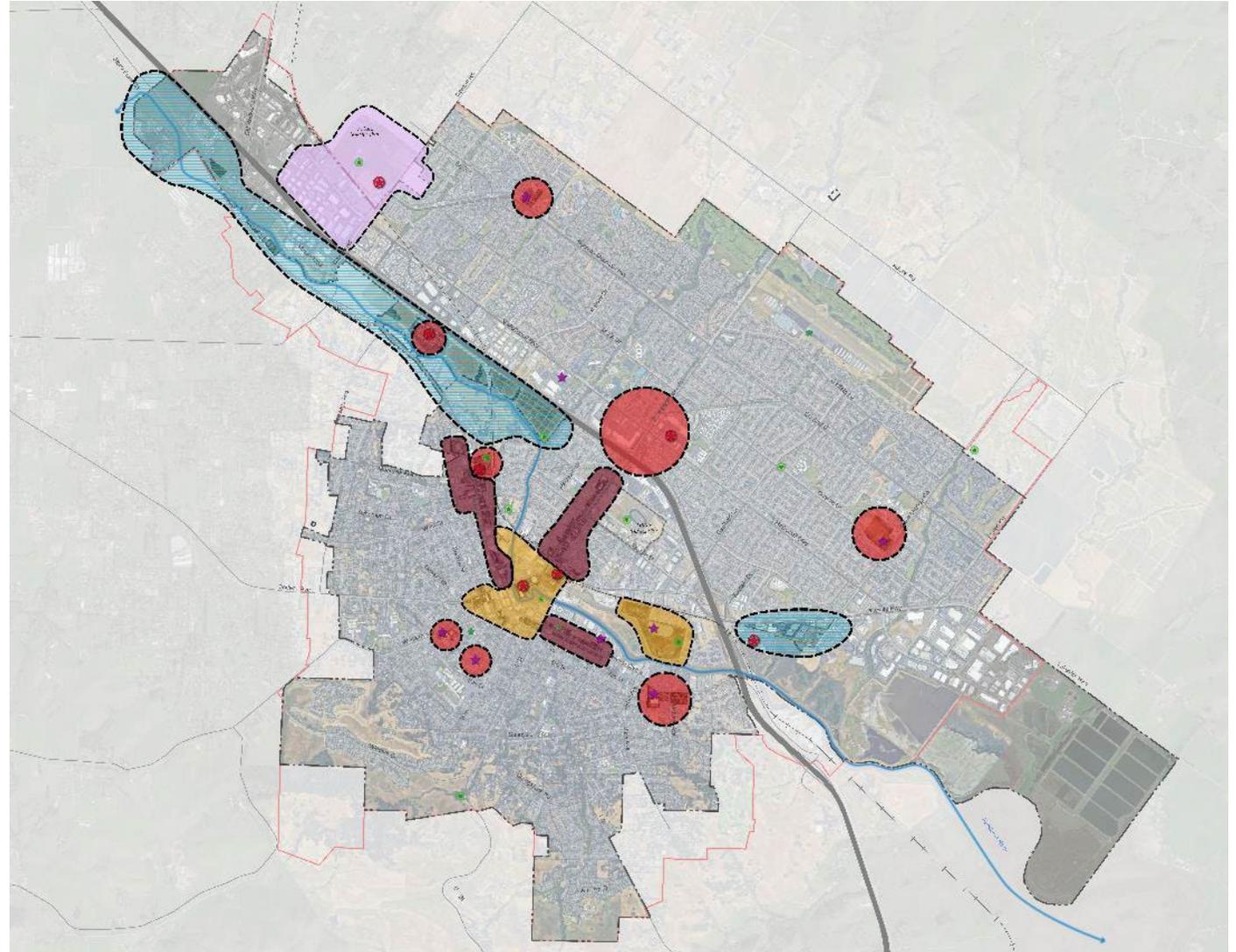
Intensify to 6-story from Lakeville to Wilson (1 block deep), then step down to 5-story mixed use



Future Land Use Focus

Future Land Use Focus

- Generally, shift away from developing **river-adjacent greenfield areas**
- **Focus future (re)development** in: the City **core**, central **corridors**, **potential Corona Station expansion area**, and/or 15-minute **centers** to create a **15-minute city**
- **Evolve single-family neighborhoods**
- **Question** for the community: What is the right mix of use and intensity in each?



Questions to Cover in Upcoming Outreach

Land Use Alternatives and 15-Minute City

- Intensification & De-Intensification: Is there support for the citywide concept of de-intensifying certain river-adjacent areas while intensifying some combination of the core, corridors, and/or centers?
- Areas of Change: Are these the right areas where changes in General Plan land use designations should be considered? Are any missing?
- Centers: Are these the right 15-Minute Activity Centers?

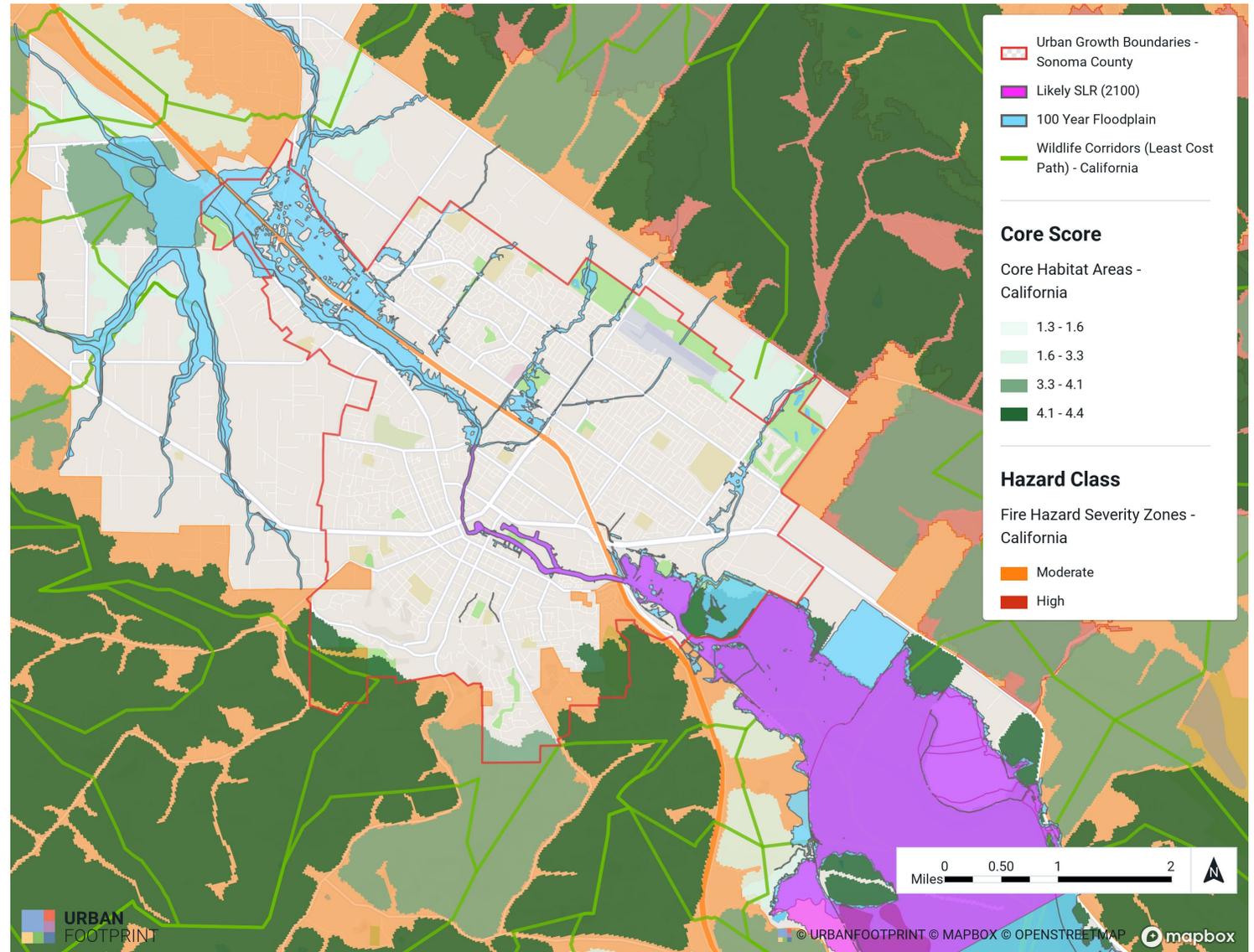
Neighborhood Evolution

- Single-Family Density: *Should the City allow more than four units per single-family lot?*
- Middle-Density Infill: *What strategies and policies should the City employ to facilitate infill of single-family lots with middle-density development?*
- Land Use Flexibility: *Should the City be more flexible with permitted and required uses? (e.g., home occupations, live/work, retail or storefront mandates)*

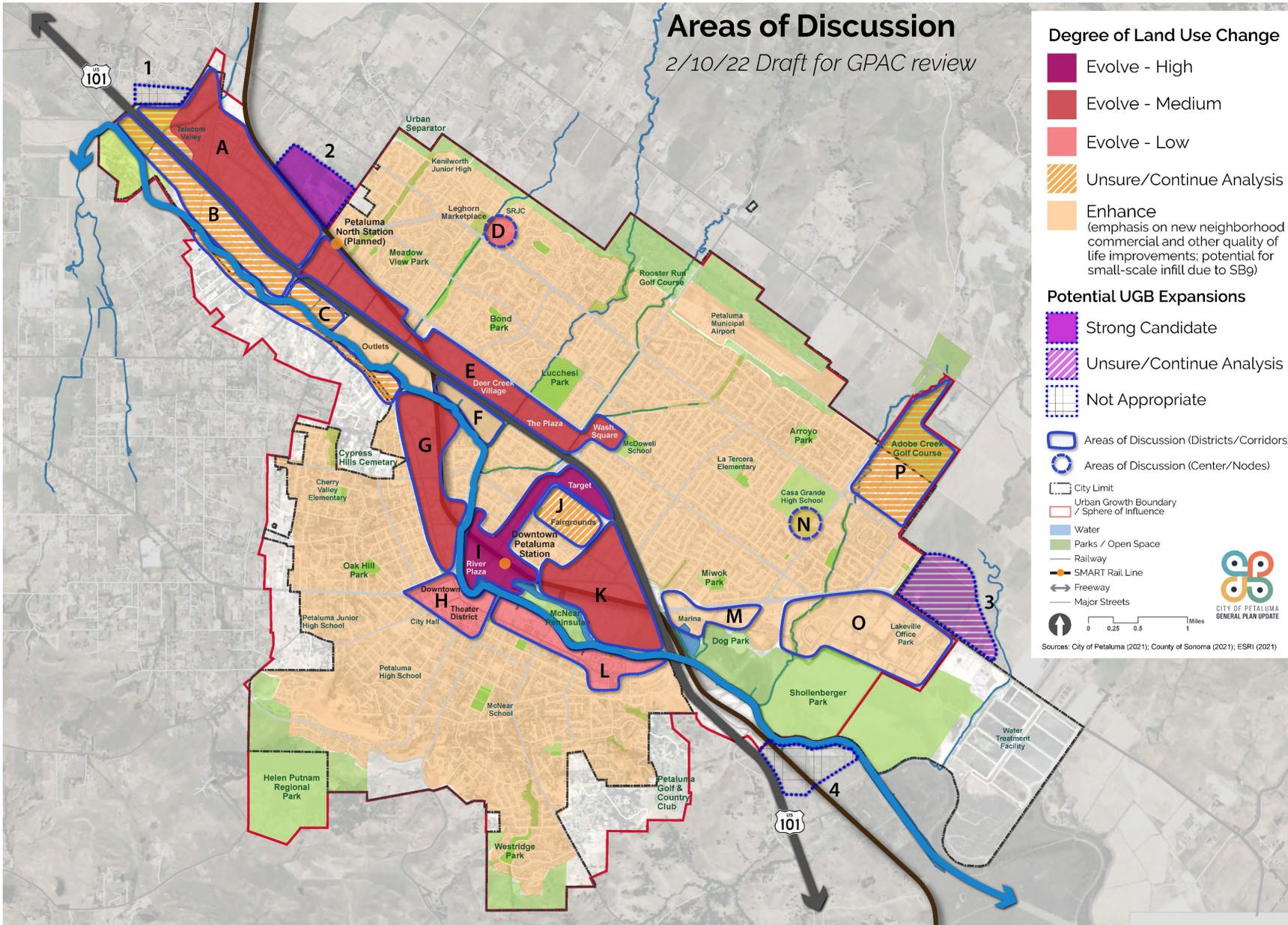
Land Use Foundations

Key Constraints

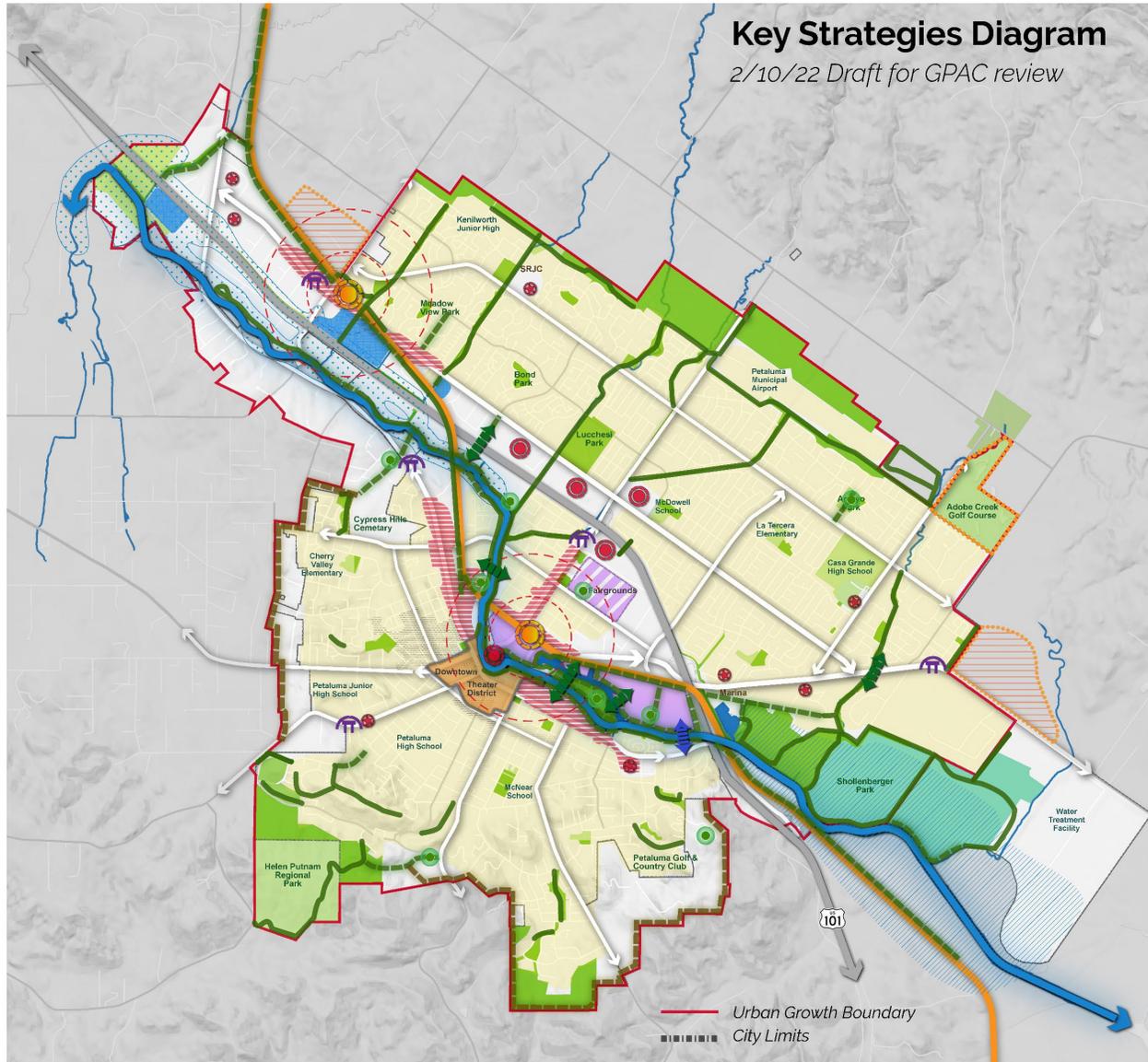
- Habitat/Wildlife Corridors
- Farmland
- Wildfire
- Flooding and Sea Level Rise + Storm Surge



Areas of Discussion – Early 2022



Key Strategies Diagram – Early 2022



OPEN SPACE AND MOBILITY

- 1** Create a connected parks and multi-use (pedestrian and bicycle) path network
 - Existing Trail/Greenway
 - Proposed Trail/Greenway
- 2** Enhance public access to the river wherever feasible
 - Petaluma River
- 3** Expand the Urban Separator Path around the City's periphery
 - Potential Future Urban Separator Path
- 4** Complete key ped/bike crossings to enhance mobility between East and West Petaluma
- 5** Expand the network of connections across the river in Downtown and Midtown
 - Proposed Bike/Ped Connection
 - Planned Street Connection over River
- 6** Provide new and enhance existing public parks in identified locations throughout the City and Sphere
- 7** Provide natural habitats along creeks and in open spaces for different species
 - Conceptual Future Park Location (2008 General Plan)
 - Public Parks
 - Open Space/Golf Course/Other
 - Wetland or Marsh

LAND USE CHANGE AREAS

- 8** Continue to ensure an economically successful Downtown and Theater District through supportive land use/design regulations and public investments
 - Downtown Petaluma
- 9** Attract higher-density housing to the Downtown SMART Station
 - Transit-Oriented Center
 - SMART Rail Line
- 10** Encourage redevelopment of river-adjacent opportunity sites (such as the River Plaza)
 - Areas with High Potential for Land Use Change
- 11** Explore options for the future of the Fairgrounds Site
 - County Fairgrounds Site
- 12** Explore ecologically innovative redevelopment of Adobe Creek Golf Club including housing
 - Adobe Creek Golf Club (closed)

- 13** Encourage low-rise housing and mixed-use infill near and along Petaluma Blvd South
- 14** Encourage context-appropriate infill and streetscape/safety improvements along East Washington Blvd and in Midtown
- 15** Encourage mixed-use/residential infill with active ground floors along Petaluma Blvd North
- 16** Encourage the evolution of North McDowell Blvd into a more active, mixed-use corridor
 - Corridors with Potential for Mixed-Use Evolution

POTENTIAL EXPANSIONS

- 17** Explore UGB expansion to support transit-oriented development near future SMART station (contingent on completion of station)
- 18** Study/consider UGB expansion for farmworker and affordable housing near Ely Road
 - Potential Areas of UGB Expansion

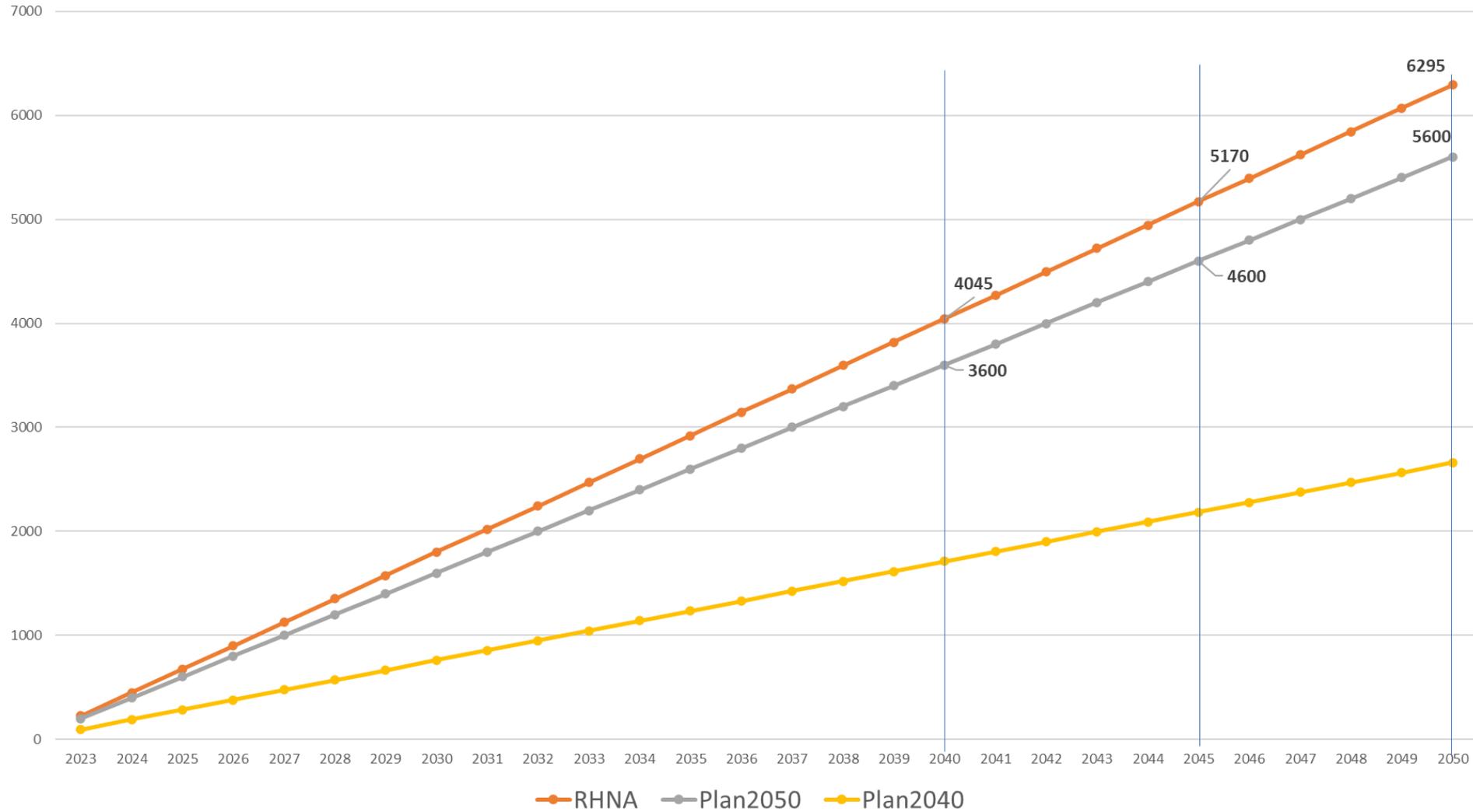
NEIGHBORHOOD CHARACTER AND DESIGN

- 19** Consider expansion of historic districts on the City's West side (such as along D Street)
 - Existing Historic Districts
- 20** Foster infill/redevelopment of mixed-use activity centers in key locations all across the City
 - Small Mixed-Use Center
- 21** Evolve auto-centric shopping centers into lively, multi-use, social gathering spaces
 - Retail Centers with Potential for Change
- 22** Provide enhancements in existing residential neighborhoods (i.e. urban forest, streetscape, green infrastructure, pedestrian/bicycle improvements, slow streets, park equipment, etc.)
 - Existing Low-Density Residential Areas
- 23** Strengthen the sense of entryway into the City with new and improved gateways
 - Gateway Enhancements

FLOODING, SEA LEVEL RISE, AND SUSTAINABILITY

- 24** Avoid or restrict new development in wildfire and flood-prone areas
- 25** Explore nature-based solutions to manage flooding in key open spaces adjacent to the river
 - Flood Control Improvements
- 26** Implement marsh + wetland enhancement and storm/flood protection at the mouth of the Petaluma River
 - River Mouth / Bay Transition Zone Improvements
- 27** Improve flood protection for mobile home parks
 - Mobile Home Parks with Flooding Concerns

Projections: Plan for ~3,000 Additional Units



- **Target:** ~3,000 new units
- ~5,000 total new units
- ~2,000 units in the pipeline

- **Target:** 650,000 sf industrial; 350,000 sf office; 100,000 sf retail

What-If Scenarios: 3,000 Unit Capacity Each

- Core

5 stories / 66 DUA

EAST PETALUMA

4 stories / 48 DUA

Petaluma

7 stories / 90 DUA

This block contains a map of the Petaluma Core area. Three specific sites are highlighted with blue circles and callouts to photographs of building types. The first callout shows a modern multi-story building with a ground-floor retail space, labeled '5 stories / 66 DUA'. The second callout shows a townhome-style building, labeled '4 stories / 48 DUA'. The third callout shows a taller, more modern multi-story building, labeled '7 stories / 90 DUA'. The map also shows the Petaluma River and various streets.

- UGB Expansion

5 stories / 66 DUA

This block contains a map of the UGB Expansion area. A single site is highlighted with a blue circle and a callout to a photograph of a modern multi-story building with a ground-floor retail space, labeled '5 stories / 66 DUA'. The map shows the expansion boundary and surrounding streets.

- Corridors

4 stories / 48 DUA

Petaluma

3-4 stories / 30 DUA

This block contains a map of the Petaluma Corridors area. Two sites are highlighted with blue circles and callouts to photographs of building types. The first callout shows a townhome-style building, labeled '4 stories / 48 DUA'. The second callout shows a multi-story building with a Mediterranean-style facade, labeled '3-4 stories / 30 DUA'. The map shows the corridor boundaries and surrounding streets.

We may not need to plan for infinite growth

California Looks Into the Future — and Sees Fewer Californians

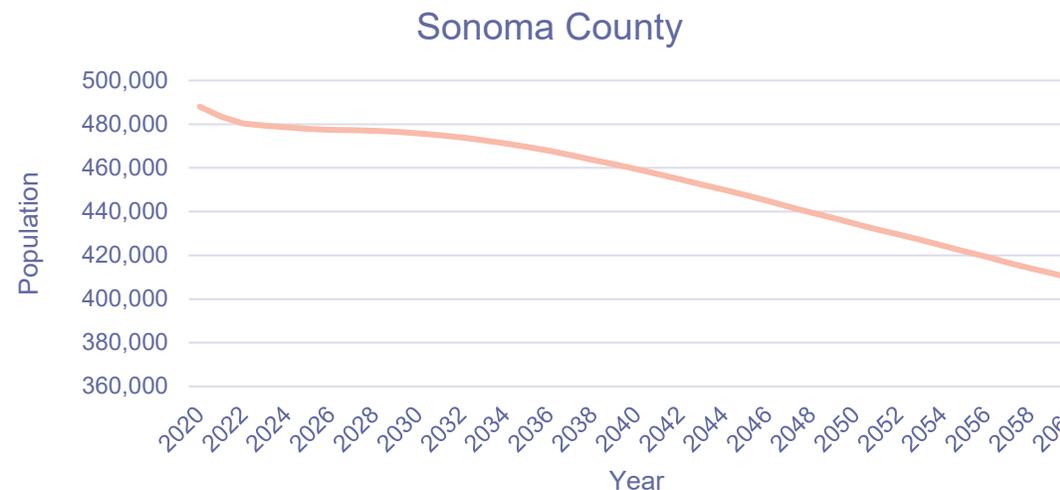
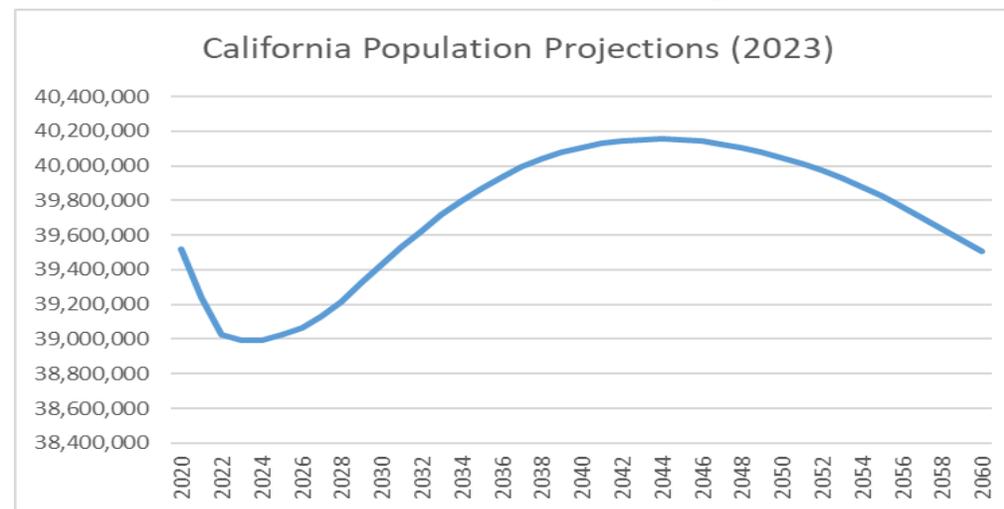
- For first time, long-run forecasts show population same as now
- Most populous state already lost 1 House seat, may shed more



Venice Beach, Los Angeles. *Photographer: Patrick T. Fallon/Bloomberg*

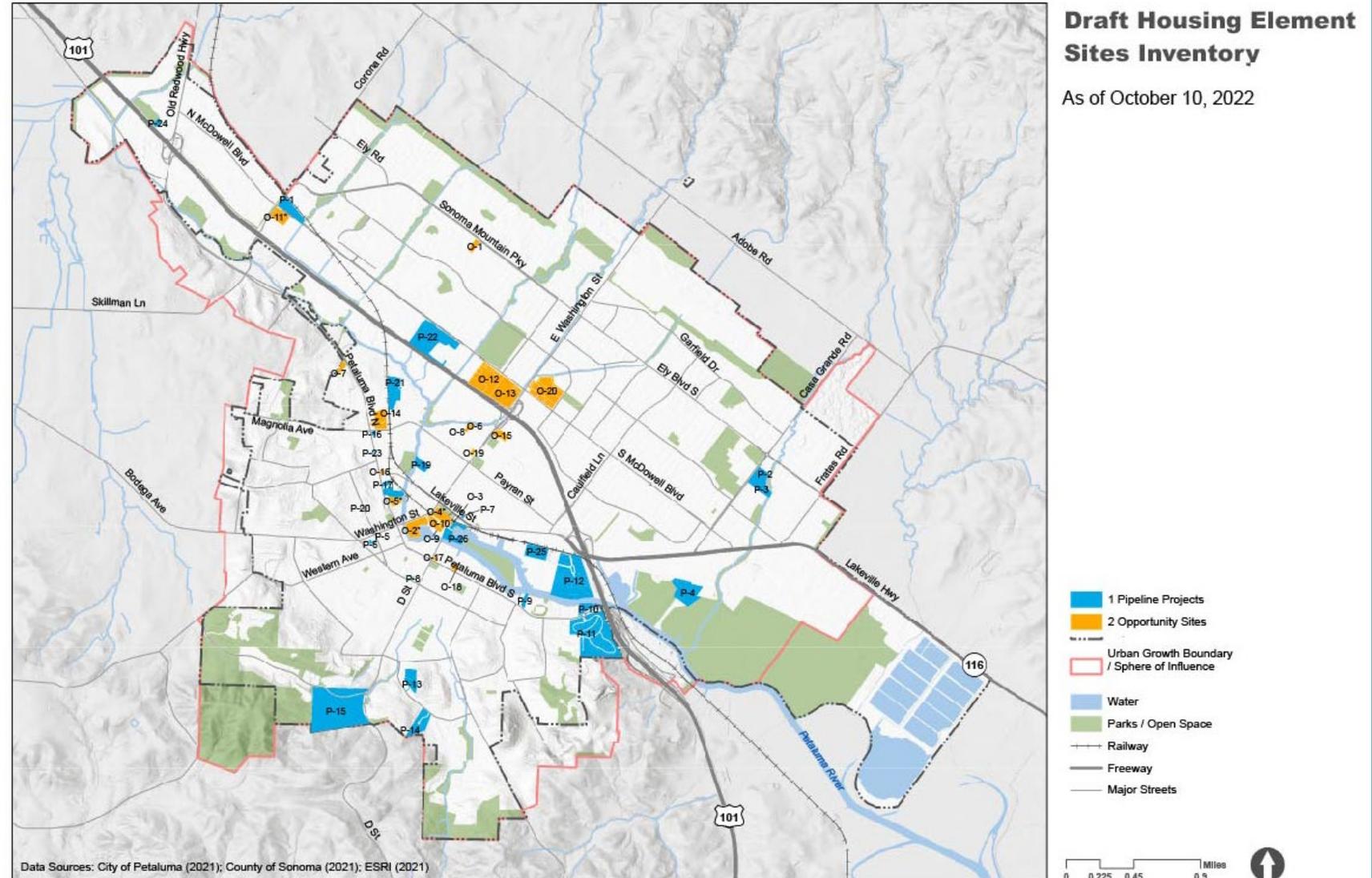
By [Alexandre Tanzi](#) and [Eliyahu Kamisher](#)

July 22, 2023 at 2:00 PM GMT+1



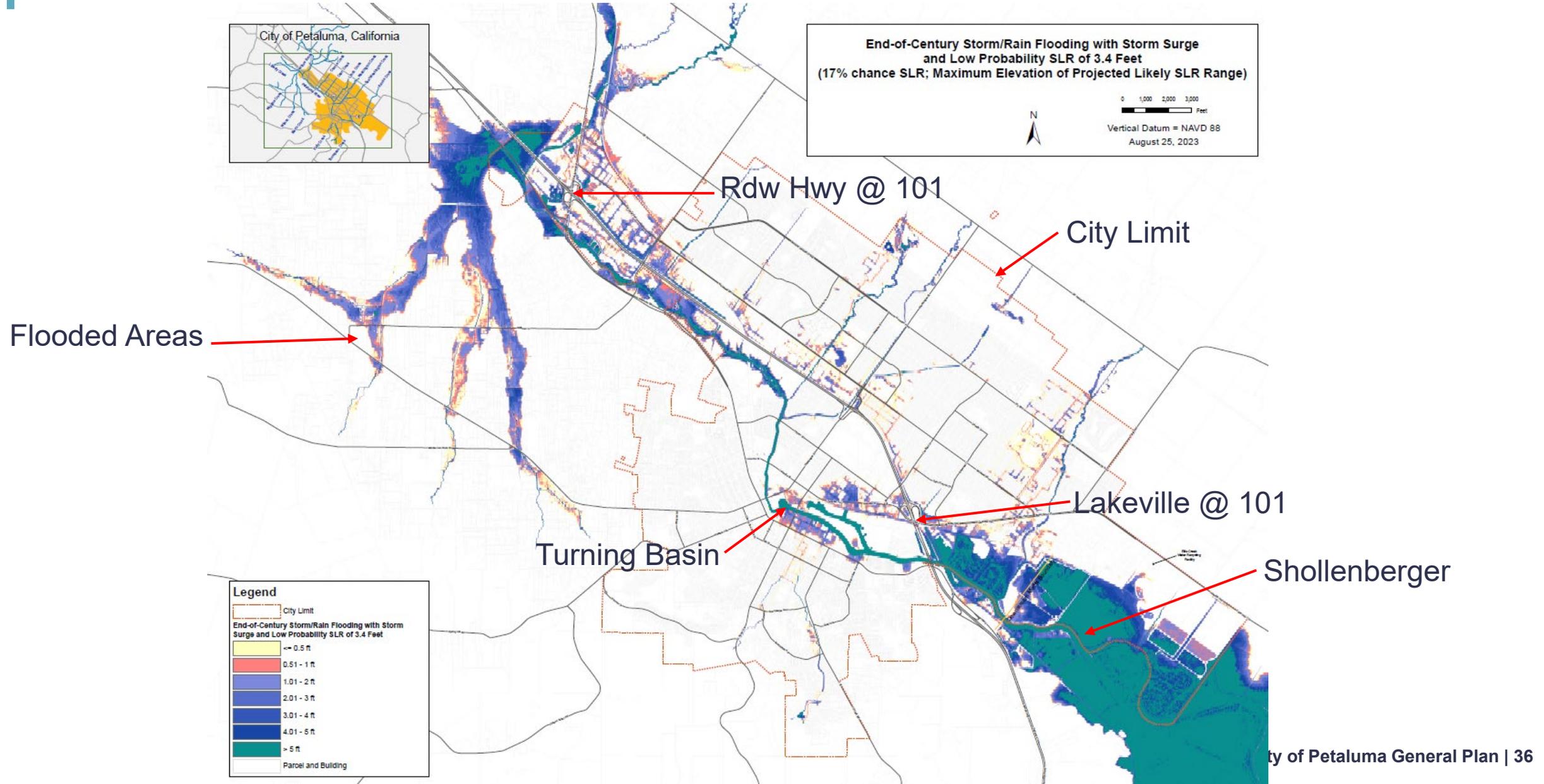
Housing Element – Adopted early 2023

- Pipeline projects – currently or under construction soon (*not part of areas of discussion*)
- Opportunity sites – where housing development is anticipated (*part of the areas of discussion*)



Flood Resilience

End-of-Century SLR (3.4 feet), Rain and Storm Surge



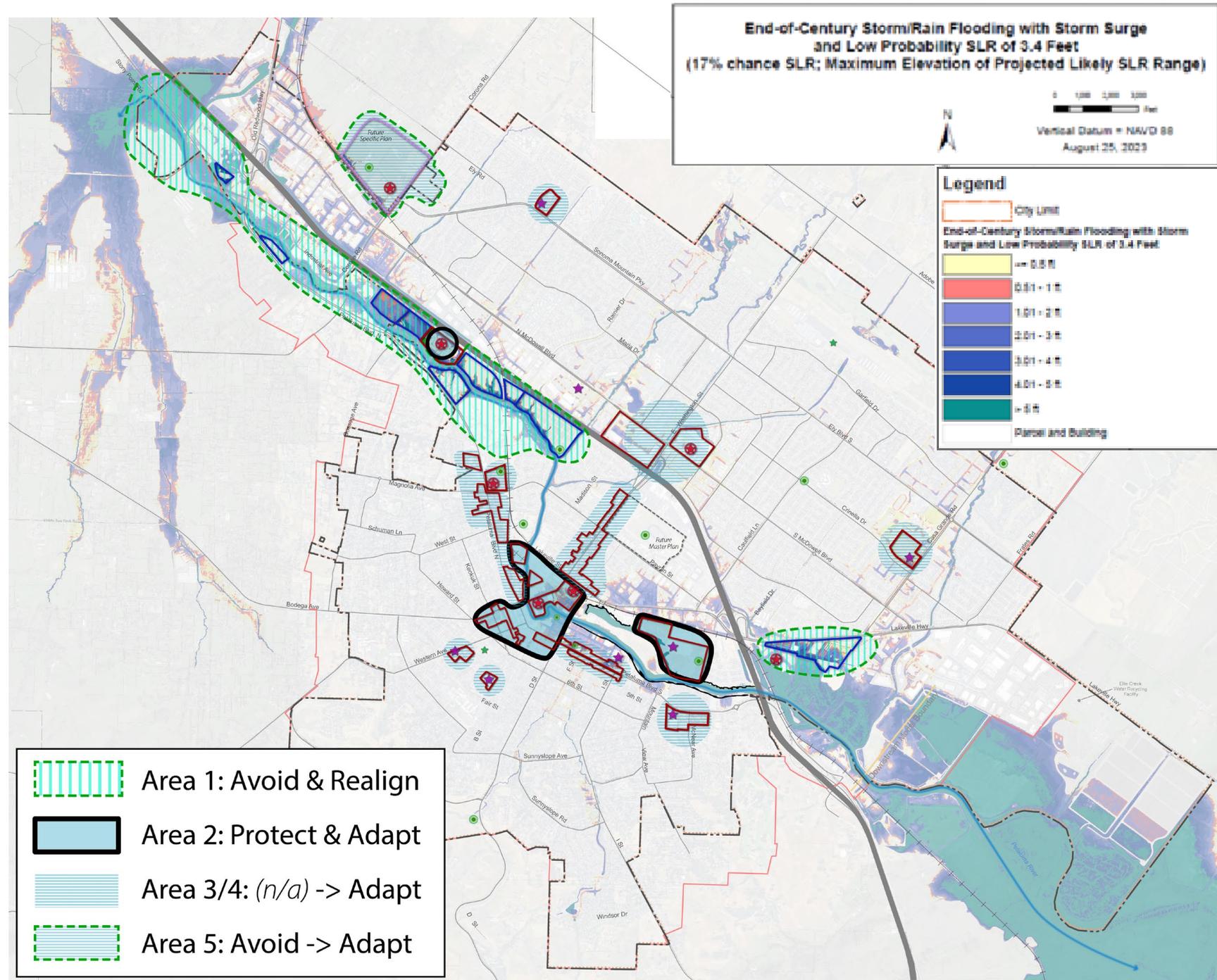
SLR/Flood Resilience Land Use Concepts

- **AVOID: Retain Existing Hazard-prone Open Space and Undeveloped Areas:**
 - Keep parcels as Parks/Open Space where already designated
 - Rezone entire or portions of undeveloped parcels along upstream River to Parks or Open Space
- **PROTECT: Protect Neighborhoods/Mobile Homes:** Leave existing residential uses in place; protect
- **PROTECT: Protect the Core:**
 - Consider upzoning infill sites in Downtown, require building adaptation, consider paying for district flood improvements (levees, road raising, pumps, etc.)
 - Invest in Downtown/Warehouse infrastructure
- **ADAPT/ACCOMMODATE: Adopt Resilient Building Standards:** Major construction/renovations must follow new adaptation requirements for building-scale resilience (mostly raising BFE)
- **REALIGN? Consider regulatory approach for existing Non-Residential uses**
 - Do not allow mixed-use residential or intensification in severely flood-impacted areas with existing low-value commercial/industrial uses
 - Leave low-intensity river-adjacent industrial as is; consider land use policy realignment

Flood Resilience Strategy by Alternative Area

Area	Primary Strategy	Secondary Strategy
Area 1: Upstream/ Downstream River Areas	<u>AVOID</u>	REALIGN
Area 2: Core (TOD)	<u>PROTECT & ADAPT</u>	n/a
Area 3: Corridors	n/a*	ADAPT
Area 4: 15-Minute Centers	n/a*	ADAPT
Area 5: Corona UGB (TOD)	<u>AVOID & ADAPT</u>	n/a

SLR/Flood Resilience & Land Use Alternative Areas



Economic, Market, & Fiscal Context

Petaluma's Economic Position

Strengths

- Employment destination
- Highway 101 regional commute & goods movement
- Educated population
- Balance of export- and household-oriented industries
- Manufacturing industry concentration
 - Agriculture, food, medical devices & equipment, variety of smaller technology businesses

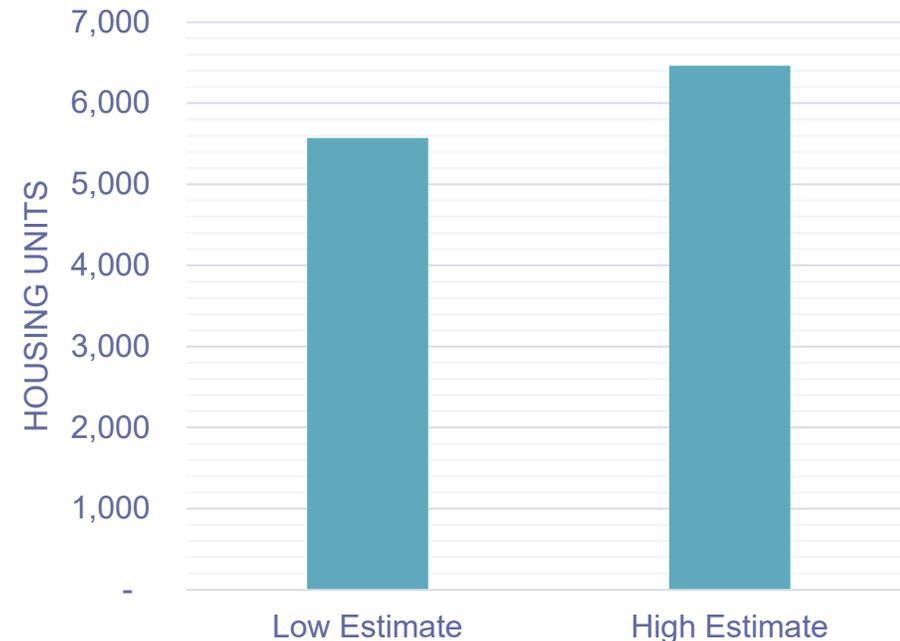
Opportunities

- Housing addressing multiple needs
 - Aging population, growth in households without children
 - Affordable to the diverse workforce
 - Access to retail and services
- Leverage SMART stations to attract businesses and residents
- Accommodate growth of manufacturing and distribution businesses
- Downtown as a North Bay shopping, dining, entertainment, & tourism destination
- Diversify uses within shopping centers and commercial districts

Housing

- Demand for both single-family and multi-family housing
- Potential total demand for additional 5,570 to 6,460 housing units by 2050
- Market-rate higher-density housing products (~4+ stories) generally not currently financially feasible in Petaluma
 - High regional construction/financing costs
 - Lower local rents and sales prices compared to core Bay Area communities
- Higher-intensity infill opportunities strongest near Downtown, SMART, existing amenities
- Need for deed-restricted affordable housing to address workforce needs

Estimated Petaluma Housing Unit Demand Growth by 2050

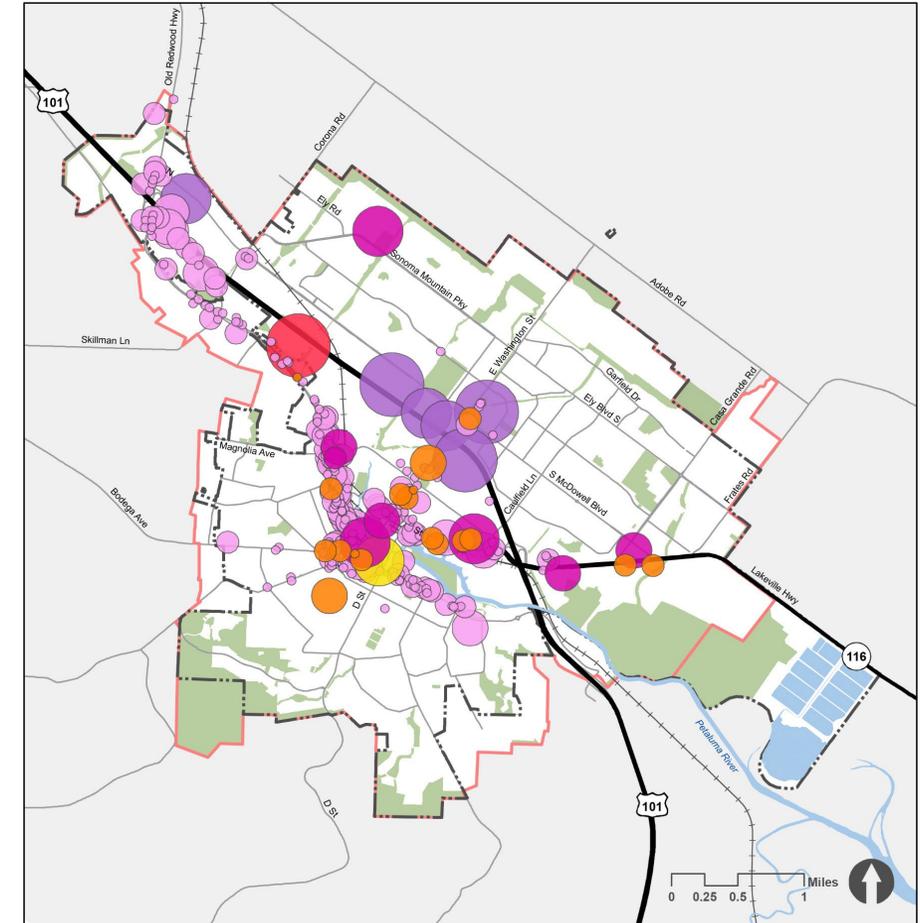


Source: Strategic Economics, 2021

Retail

- Retail destination, with a “surplus” of sales in most categories
- Downtown Petaluma thrives as a unique retail / dining / entertainment district
- Modernization opportunities
 - Population growth will only modestly increase demand for retail space due to e-commerce impacts
 - Enhance specialty retail offerings and environment
 - Retail “pruning” is needed – reposition or remove space in underperforming retail properties
- Potential to create community gathering places at some existing centers
- Lease lengths and rights can pose barriers to altering shopping centers

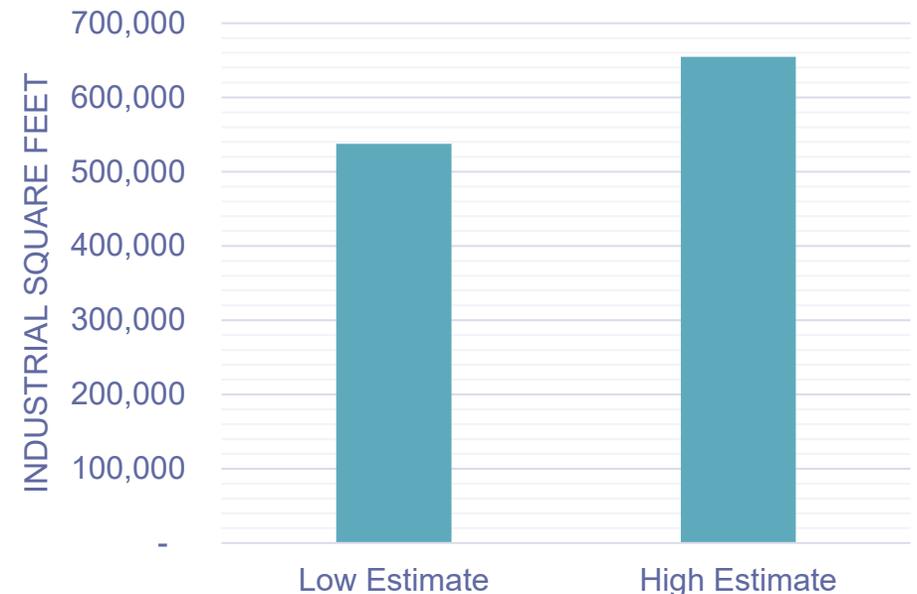
All Retail Properties, 2021



Industrial

- Desirable industrial/flex buildings serve mixed operations of businesses (office, manufacturing, distribution activities)
 - Concentrated in industrial and business parks in the northern and southern portions of Petaluma along McDowell Blvd and Lakeville Hwy
- Demand is strong in Petaluma; focuses on existing industrial and business park areas
- Demand driven by agriculture, food manufacturing, medical devices & equipment, variety of smaller technology businesses
- Potential to capture demand for 537,000 to 654,000 square feet of new industrial space by 2050
- Growth constrained by lack of opportunity sites at prime locations near Highway 101

Estimated Petaluma Industrial Demand Growth by 2050

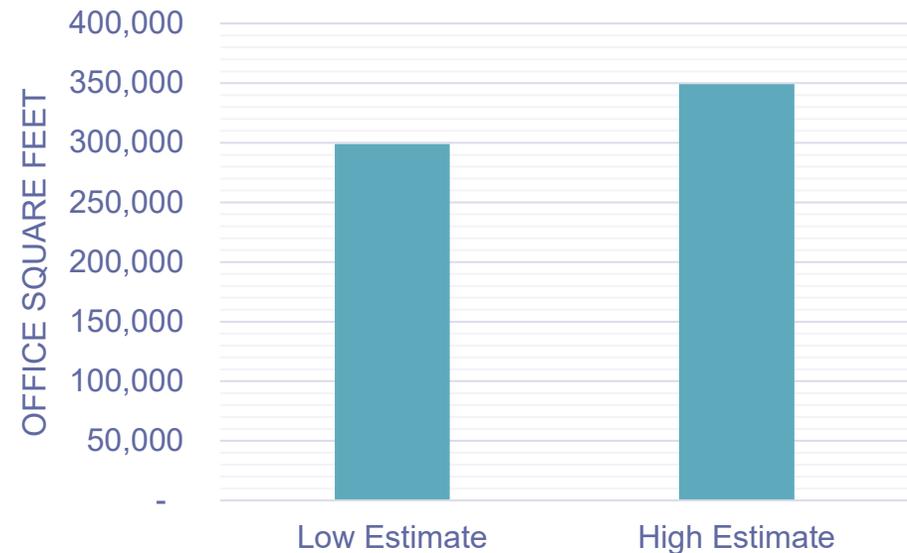


Source: Strategic Economics, 2021.

Office

- Demand for office space is generally weaker in Petaluma relative to industrial space
- Demand driven by professional services, medical office, technology, business headquarters
- **Potential demand for additional 299,000 to 349,000 square feet of office through 2050**
- **Potential office opportunities near SMART stations due to commute access**

Estimated Petaluma Office Demand Growth by 2050

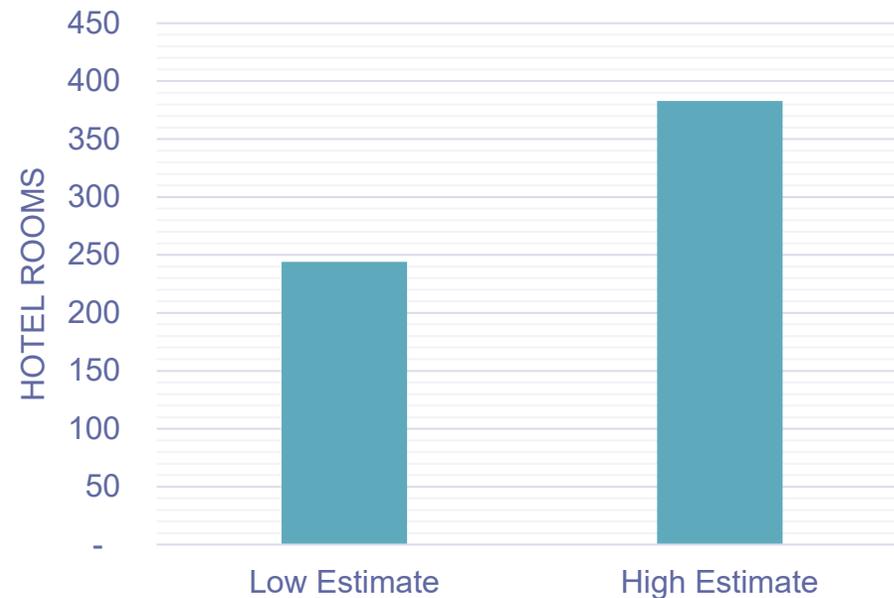


Source: Strategic Economics, 2021.

Hotel

- Demand driven by:
 - Wine country tourism
 - Business travelers to destinations along Hwy 101
- Long-term consistent demand growth
- Potential demand for 244 to 383 additional rooms by 2050
- **Future hotels likely in/near Downtown and near Hwy 101**

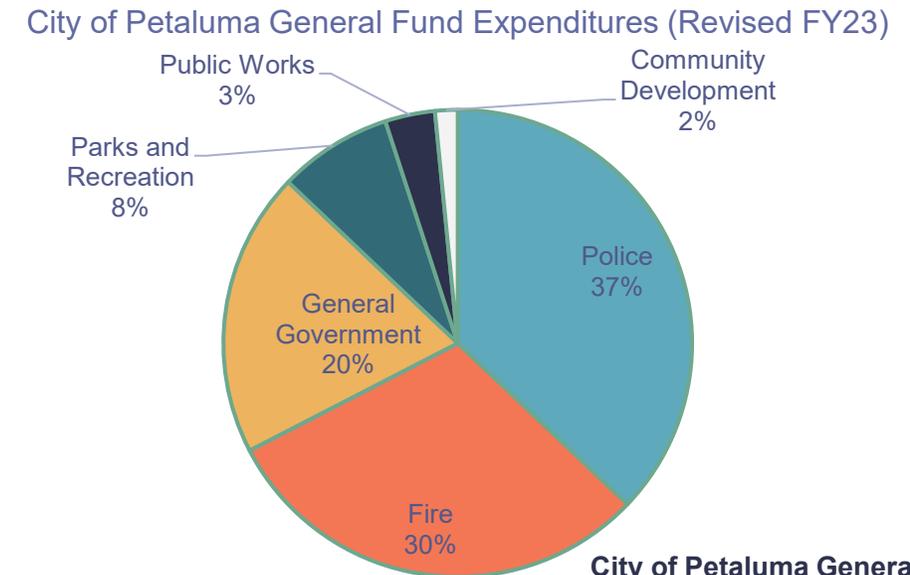
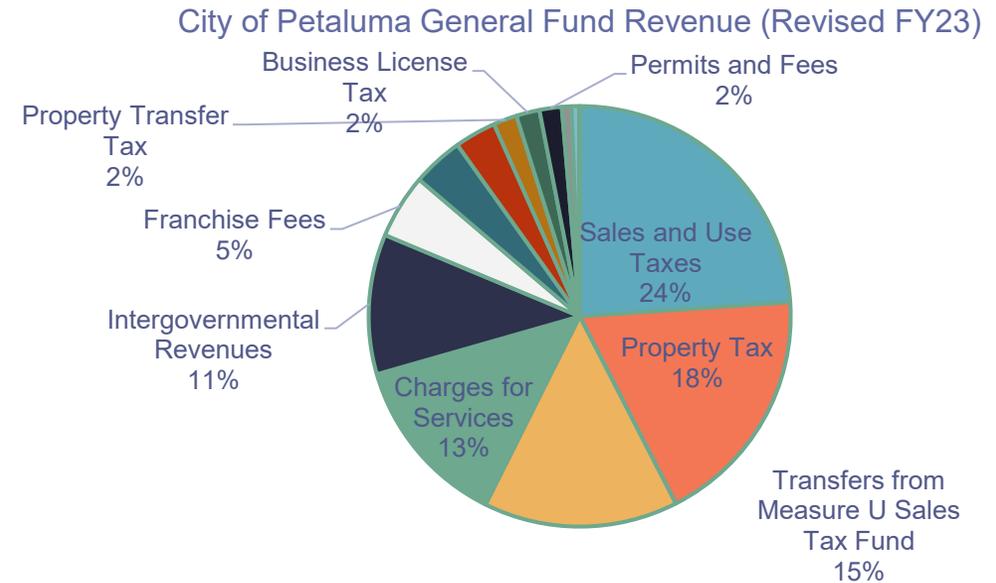
Estimated Petaluma Hotel Room Demand Growth by 2050



Source: Strategic Economics, 2021.

Land Use and Petaluma's General Fund

- Business and development activity increase tax revenues that support City services
- Petaluma's primary revenue sources:
 - Taxes – Property, Sales, and Use
 - Measure U Sales Tax Fund
 - Charges for Services
- Petaluma's primary expenditures:
 - Police Department
 - Fire Department
 - General Government



Land Use and Petaluma's General Fund

- Different land uses contribute to City General Fund revenues in different ways
- **Employment-based uses typically generate net-positive revenues**
- Residential uses often have a neutral to negative impact due to higher service needs

The Connection Between Land Use and Petaluma's Budget	
Tax Revenue Source	Primary Contributors by Land Use
Sales Tax	Retail & Industrial (Business-Business)
Property Tax	All Land Uses
Transient Occupancy Tax	Hotel
Business License Tax	Office, Industrial, Retail, Hotel, Rental Apartments
Property Transfer Tax	All Land Uses Contribute Upon Sale of Property

Transportation, VMT, and Carbon Neutrality Context

Transportation: Existing Conditions

Petaluma is auto-oriented and must expand biking, walking and transit use.

Current travel patterns:

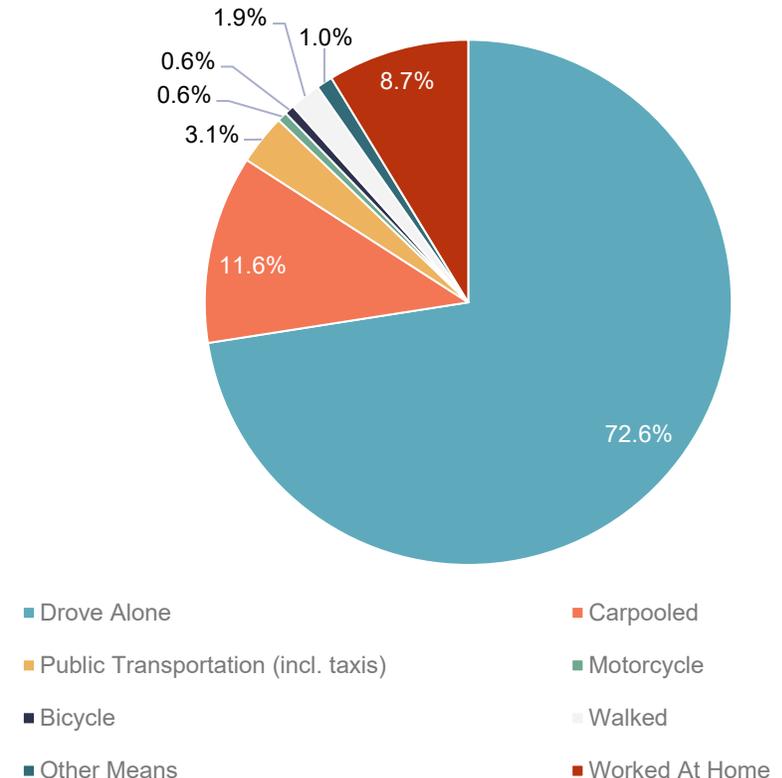
- 84% of residents drive to work (see chart to the right)
- ~90% of total daily trips are in an automobile (per SCTA model)

Drivers:

- ***Low density, spread-out land uses***
- Lack of safe and convenient modes
- Barriers and gaps inhibit crosstown walking and bicycling

Outcomes: Congestion and high VMT

Means of Transportation to Work – Petaluma (2019)



Transportation Patterns

Petaluma residents drive more than the 9-County Bay Area average

Petaluma residents drive an average of **21 miles per day** (compared to 19 miles for the 9-county region*)

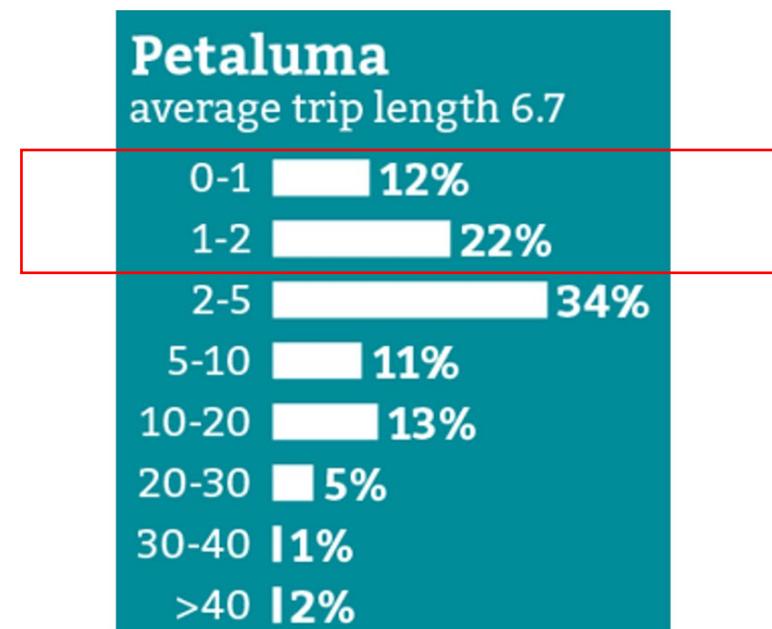
- 1/3 of all trips are less than two miles, and 2/3 of all trips are less than five miles (SCTA model)

The short trip length of **1/3 of trips creates largest opportunities for walking and biking.**

So, reduce distances and barriers between housing and daily destinations

Trip Length Distribution

By jurisdiction, in Miles



*StreetLight data per

<https://www.fehrandpeers.com/project/find-my-vmt/>

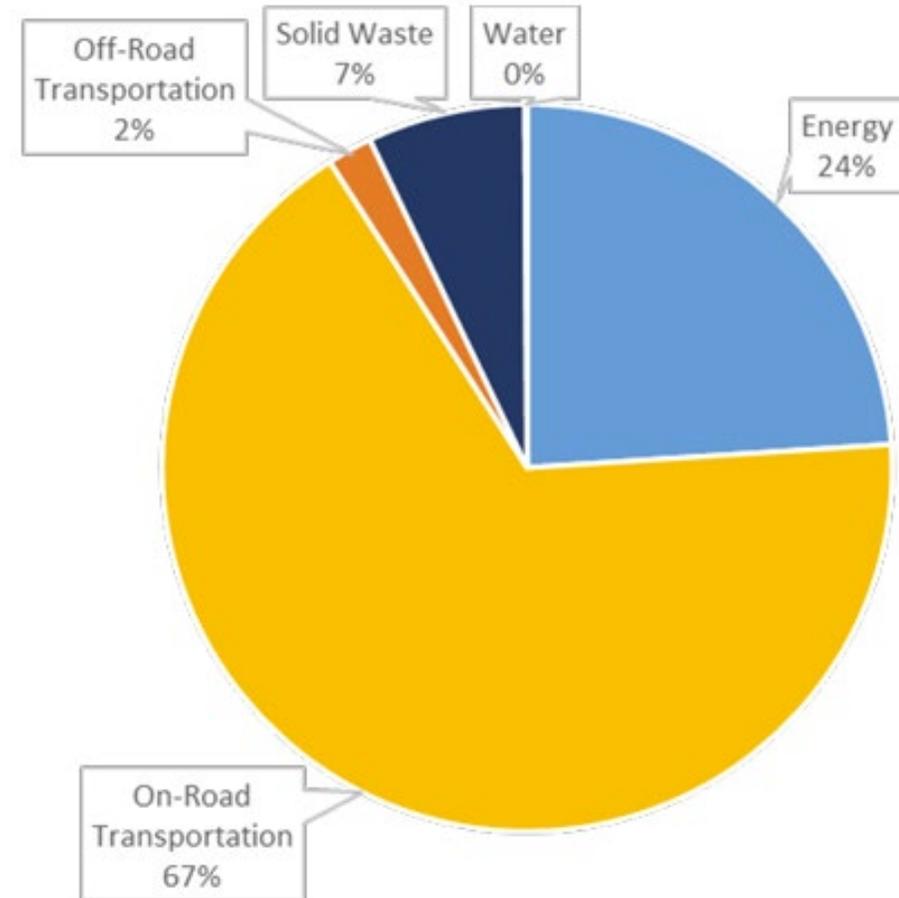
Carbon Neutrality and Vehicle Travel

Petaluma must reduce transportation emissions to reach climate goals

2/3 of GHG emissions are from on-road transportation (Blueprint for Carbon Neutrality)

Petaluma's SB 743 Implementation (2021)

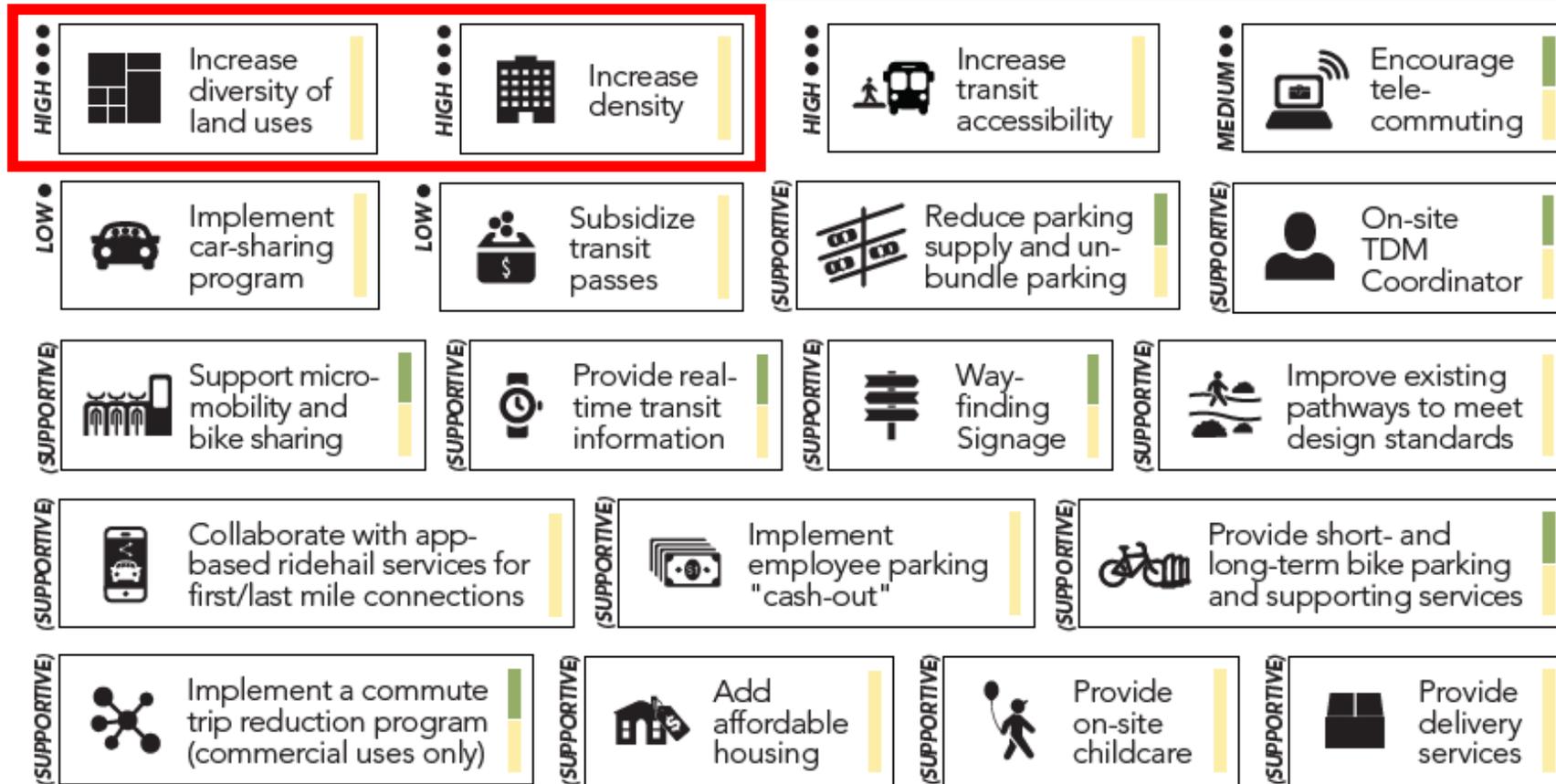
- **Future land use development must generate 16.8% less VMT per capita than existing land uses***
 - *Exceptions: projects in low-VMT or high-quality transit areas, small projects, affordable housing, local-serving businesses
- **Less about “where” and more about *project criteria* (e.g., greater *density*, *mix of use*, low parking, amenities, TDM, etc.)**



Land Use Change is Critical

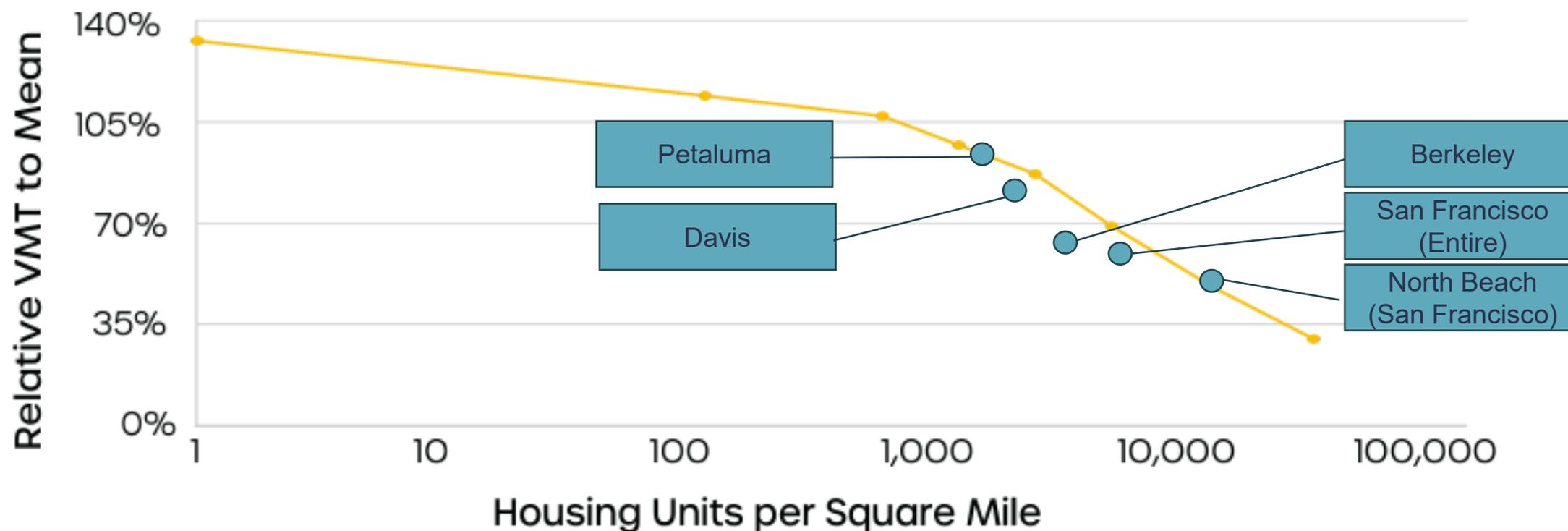
Project/Site Level Strategies

These strategies can influence travel behavior for residents, employees, and visitors to a project.



The Effect of Population Density

Figure 2: Relative vehicle miles traveled per capita in U.S. to national average by household density bin (dots reflect minimum of bin ranges).



Source: RMI analysis of National Household Travel Survey data.

Land Use Change Must Be Complemented With...

Draft Blueprint for Carbon Neutrality Scenarios

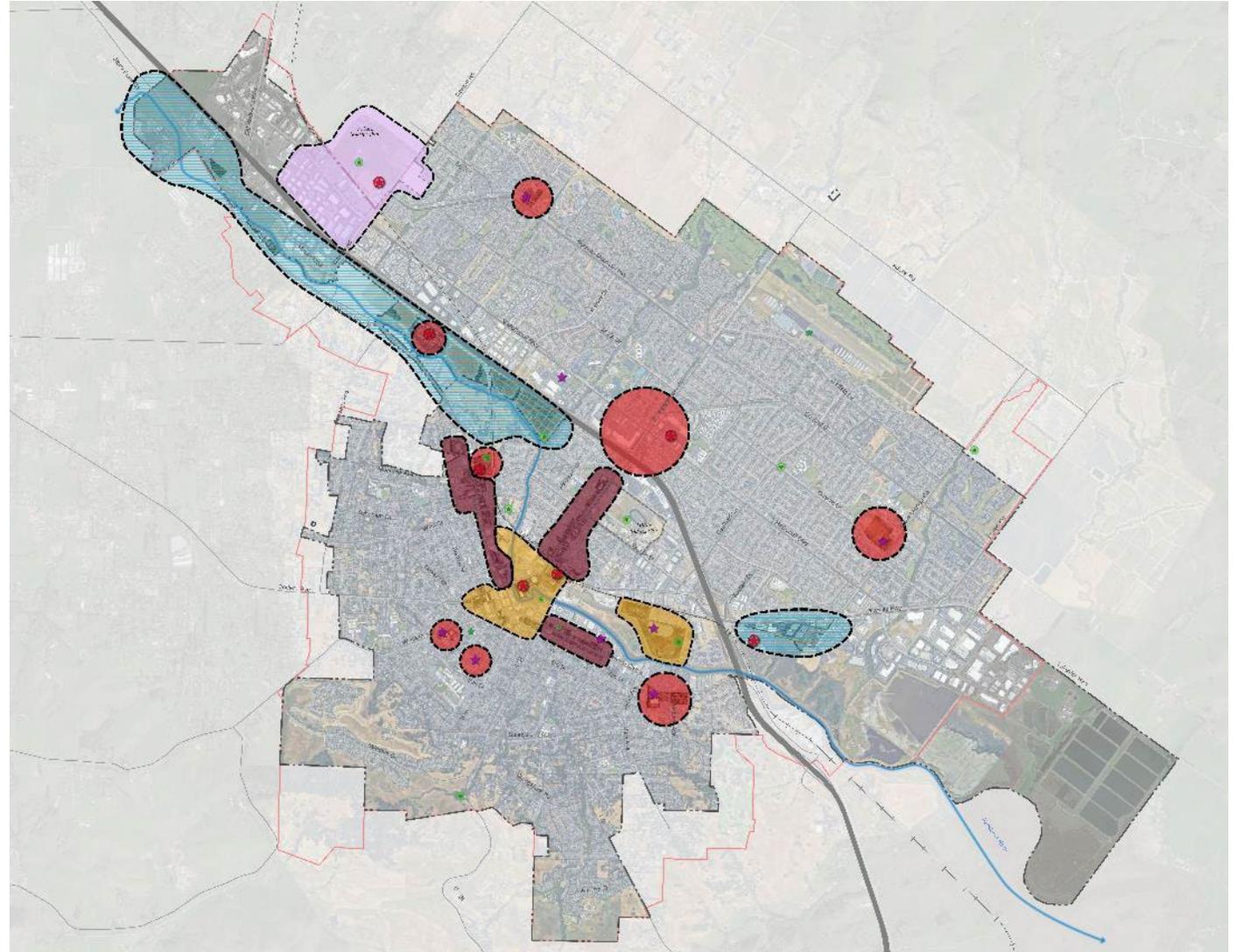
- **Ambitious Climate Action:** “Ambitious action within the realistic bounds of current capacity, technology, and State and Federal policy”, including “**50 percent of all travel** occurring in modes other than single-occupancy vehicles....”
- **What Does it Take [to achieve Carbon Neutrality]?:** “This scenario requires the City and individuals to make dramatic changes in daily life or operations”, including “**75 percent of all travel** occurring in modes other than single-occupancy vehicles.”

Other Strategies

- Reimagine the “design of transportation network” with land use changes to support safe, healthy, and convenient travel by walking, rolling, or transit
- Manage “demand” for automobile travel through parking reform and TDM programs

Future Land Use Focus

- Generally, shift away from developing **river-adjacent greenfield areas**
- **Focus future (re)development** in: the City **core**, central **corridors**, **potential Corona Station expansion area**, and/or 15-minute **centers** to create a **15-minute city**
- **Evolve single-family neighborhoods**
- **Question** for the community: What is the right mix of use and intensity in each?



Questions?

Break

15-Minute City

Overall Vision & Strategy for 15-Minute City

A city of walkable neighborhoods in which residents can meet most of their essential needs – groceries, daily services, recreation, social gathering places, health care, and transit – within a 15-minute walk of their home.

1. Residents live within a 15-minute walk of one or more centers of activity.
2. Low-density neighborhoods provide a range of middle-density housing options.
3. Residential neighborhoods contain a variety of non-residential uses.
4. Centers of activity are supported with the necessary public realm, mobility improvements, civic facilities, and other infrastructure.

15-Minute Centers – Proposed Concept

- **Town Center:** housing, office/employment, and services/amenities for the surrounding community ($\frac{3}{4}$ mile+ catchment area)
 - Horizontal mixed-use and moderate- to high-scale mixed use
 - Major destination, near highest frequency transit
 - Larger scale: generally 3-6 stories
- **Neighborhood Center:** gathering place, local services/amenities, and housing in limited quantities or as live/work to serve the immediate neighborhood ($\frac{3}{4}$ mile catchment area)
 - Live/work or flex employment encouraged
 - Vertical mixed-use where market feasible
 - Smaller scale: generally 2-3 stories
- **Activated Park/Mini-Center:** additional concessions and/or programming to activate key existing civic spaces and parks

Map of Proposed Centers

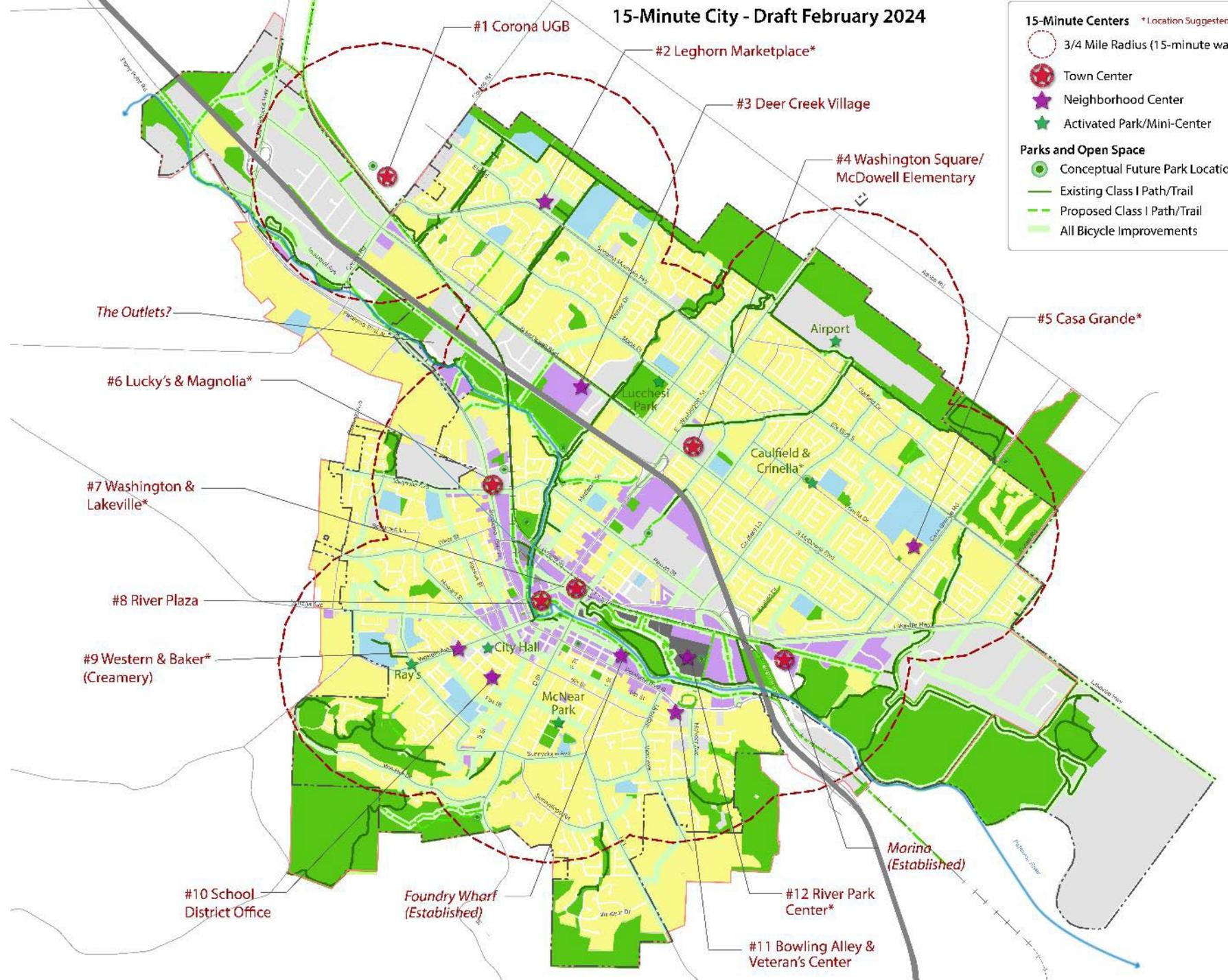
15-Minute City - Draft February 2024

15-Minute Centers *Location Suggested by SDAT

- 3/4 Mile Radius (15-minute walk)
- Town Center
- ★ Neighborhood Center
- ★ Activated Park/Mini-Center

Parks and Open Space

- Conceptual Future Park Location
- Existing Class I Path/Trail
- - - Proposed Class I Path/Trail
- All Bicycle Improvements

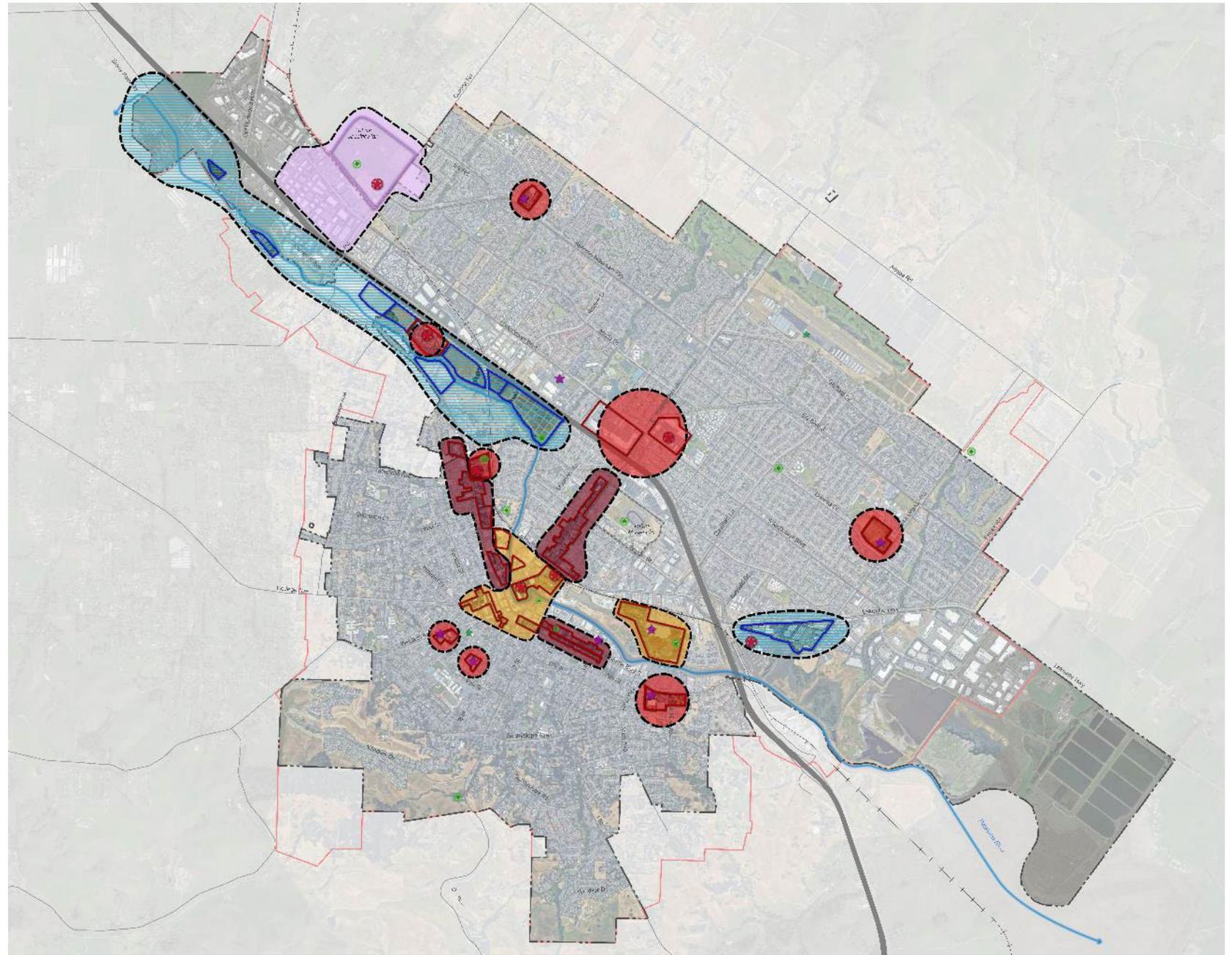


- Some centers could benefit from changes in allowed land use/intensity
- Some centers need policy changes and mobility & parks improvements to fulfill the desired vision, rather than land use regulation changes

Land Use Alternatives – GPAC Input Recap

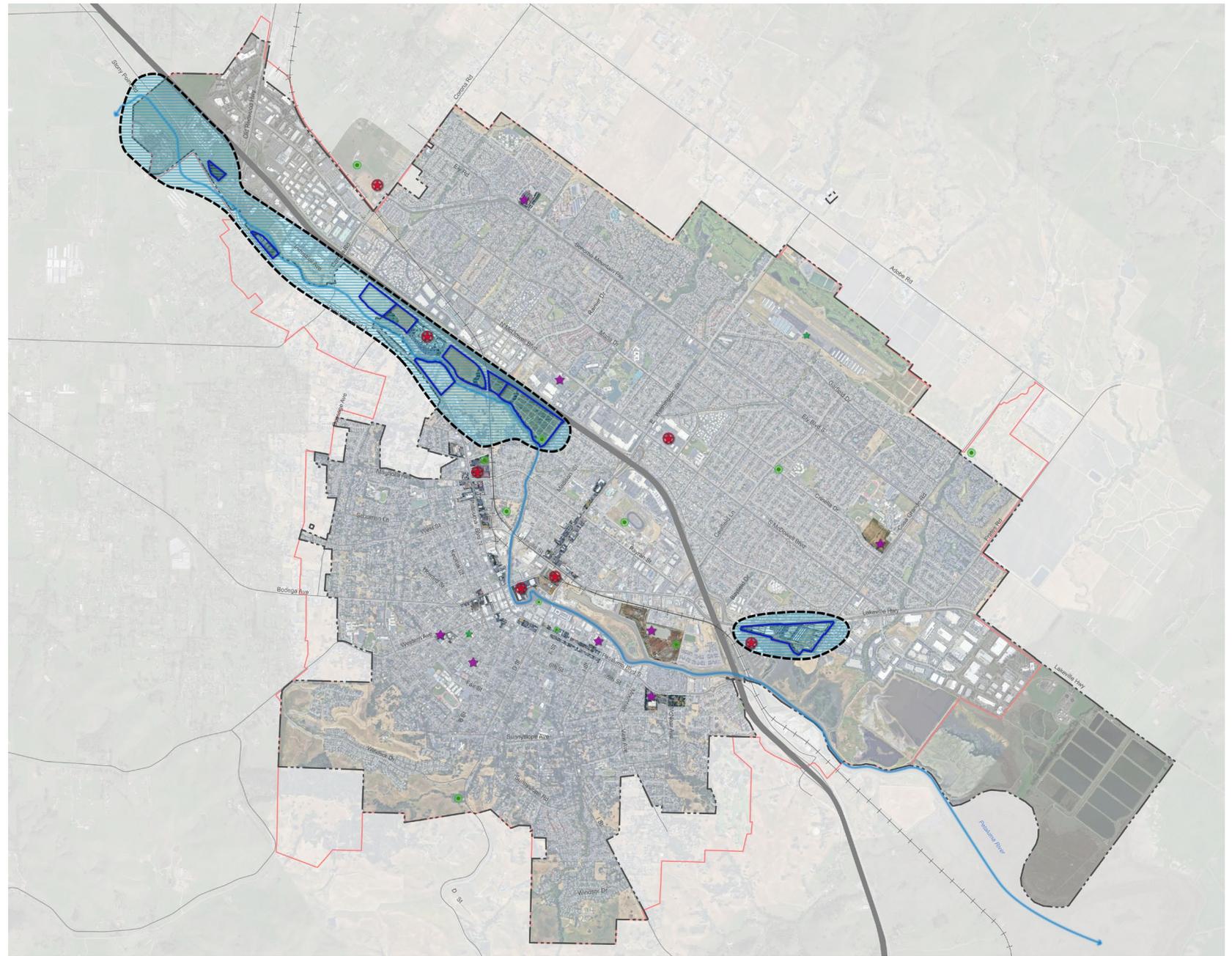
Draft Alternative Areas for Discussion

1. Upstream and Downstream River-adjacent Areas
2. Core
3. Corridors
4. Distributed 15-Minute Centers
5. Potential Corona Station UGB Expansion



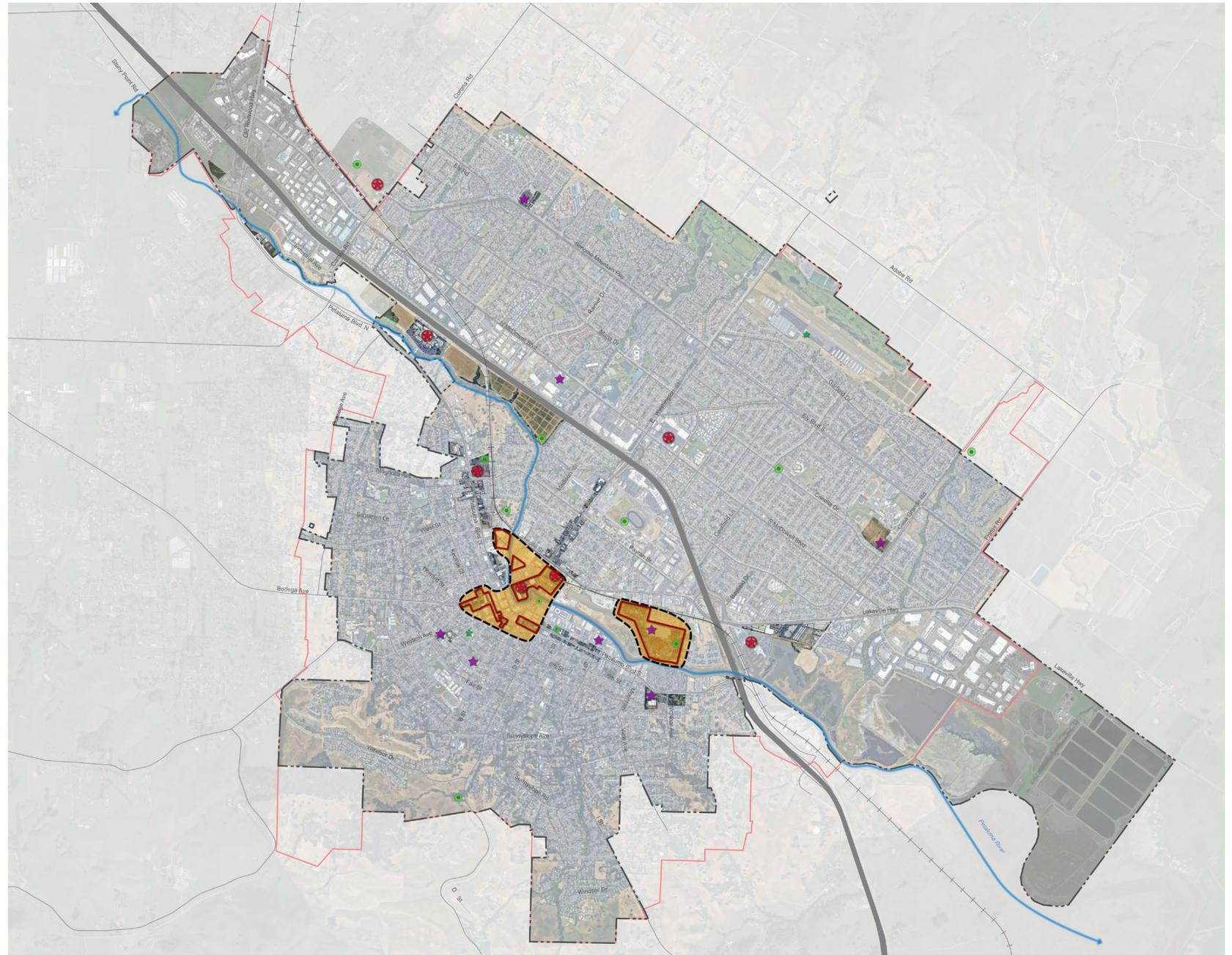
Draft Alternative Areas for Discussion

1. Upstream & Downstream River-adjacent Areas



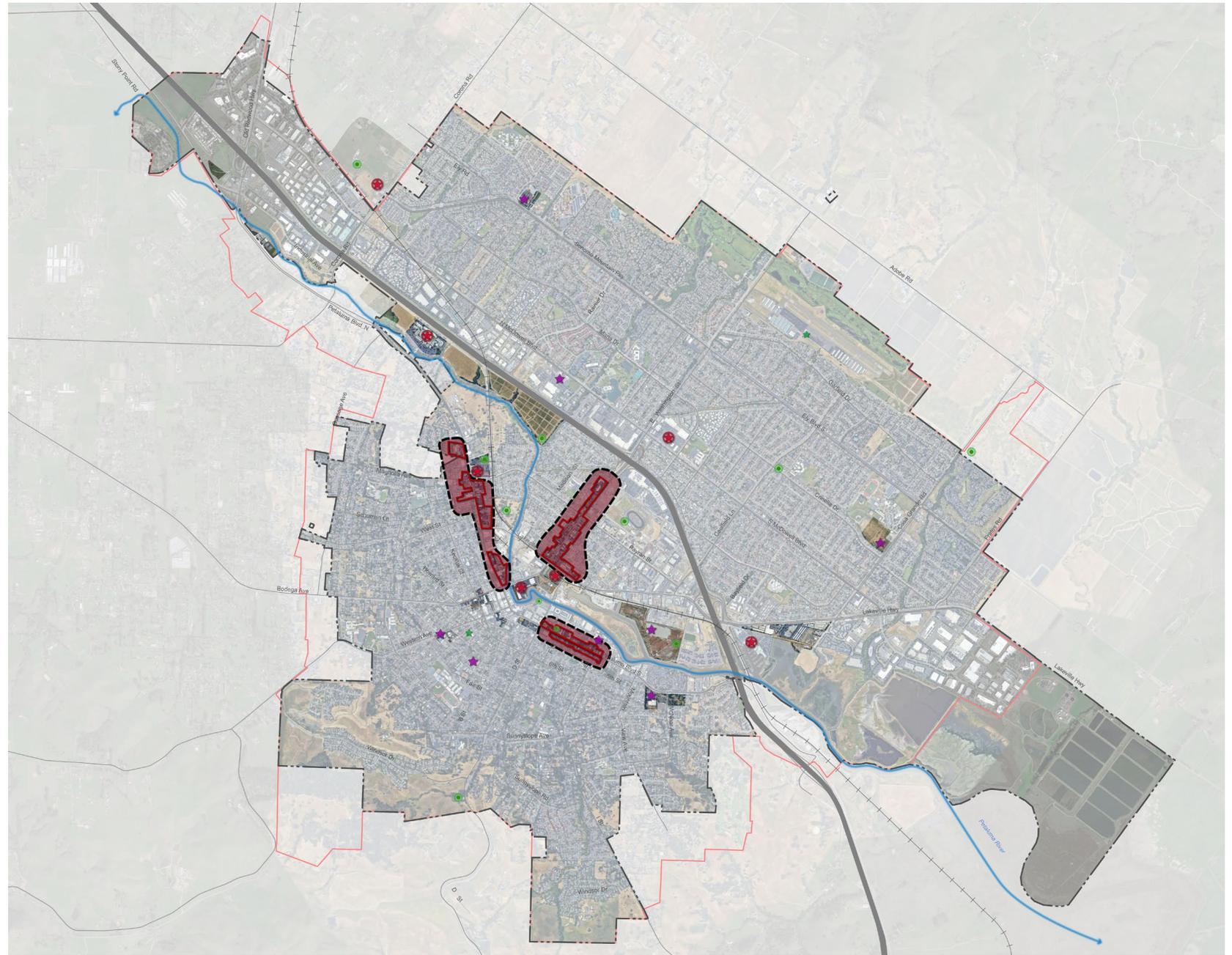
Draft Alternative Areas for Discussion

2. **Core** (Historic
Downtown, SMART
Station, Historic
Agricultural Industrial,
River Park)



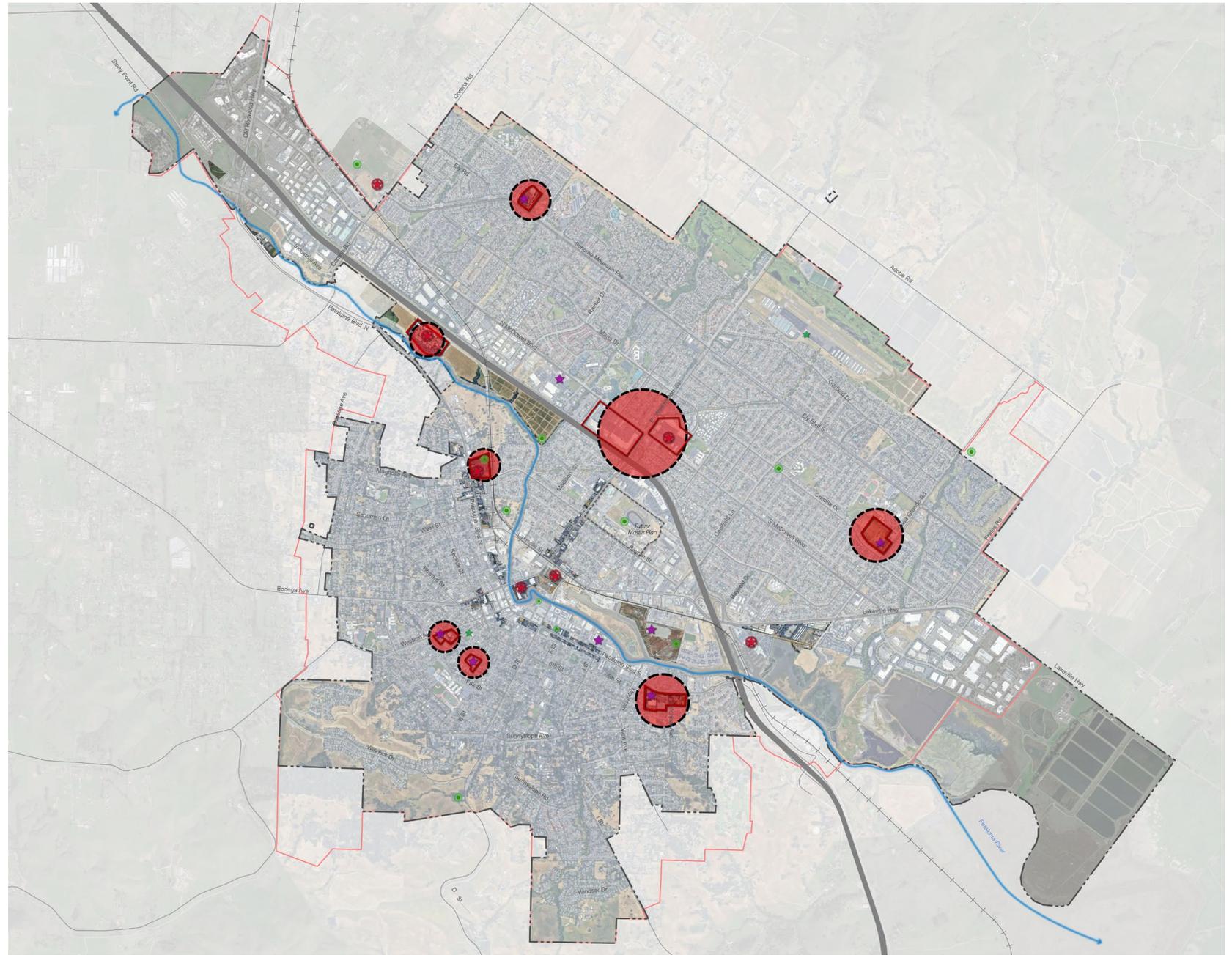
Draft Alternative Areas for Discussion

3. Corridors (Petaluma Blvd North and South, East Washington)



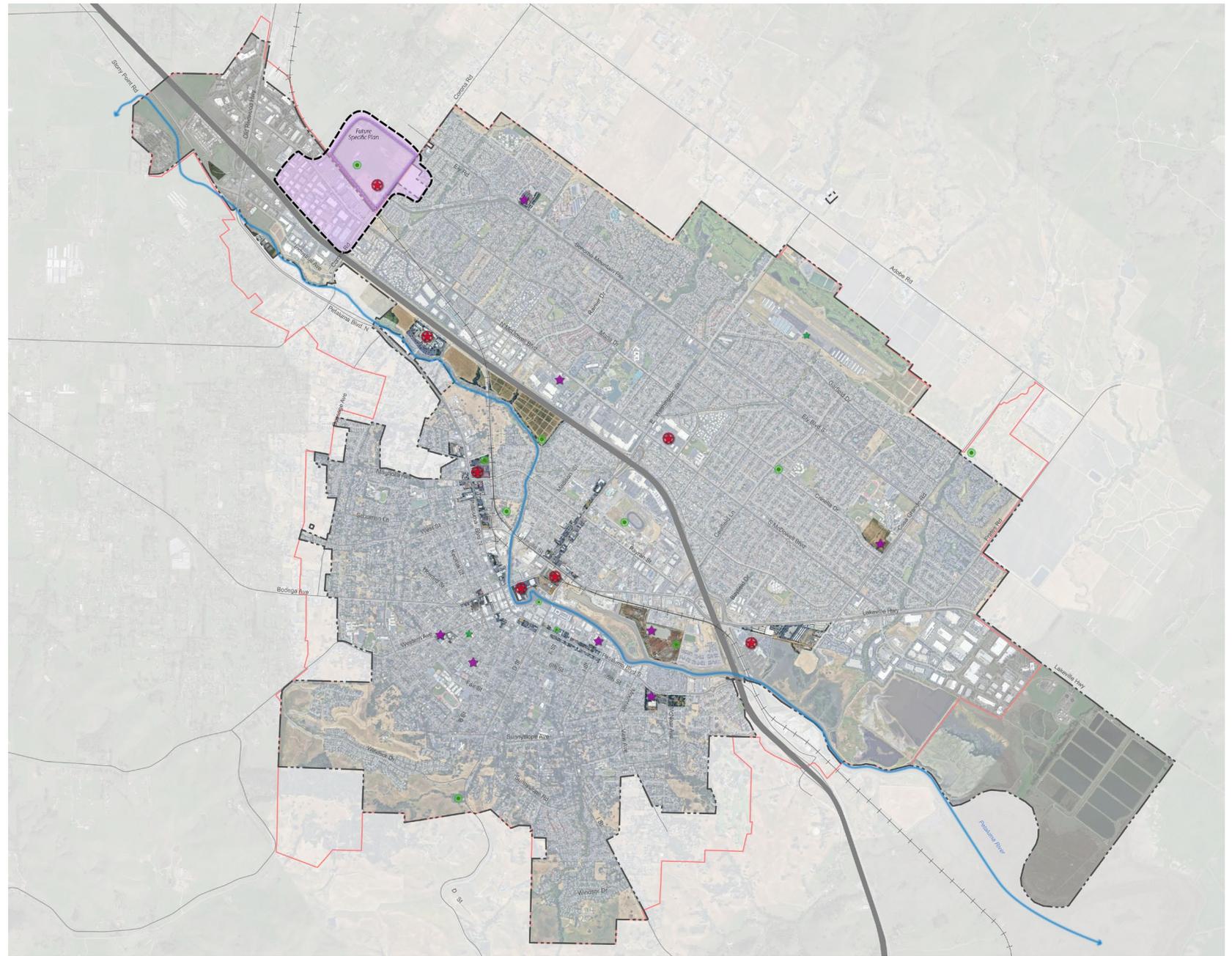
Draft Alternative Areas for Discussion

4. Distributed 15-Minute Centers (Leghorn, Western & Baker, Casa Grande, Bowling Alley, School District Office, Outlets, Lucky's, Washington Square/Plaza)



Draft Alternative Areas for Discussion

5. Potential Corona Station UGB Expansion



Land Use Alternative Concepts

↓ Consider
De-intensification

**Area 1: Upstream & Downstream
River-Adjacent Areas**

↑ Consider
Intensification +
Diversification

Area 2: Core (Historic Downtown,
SMART TOD, Former Scannell)

Area 3: Corridors (Petaluma Blvd
North & South, East Washington)

Area 4: Distributed 15-Minute Centers
Town & Neighborhood

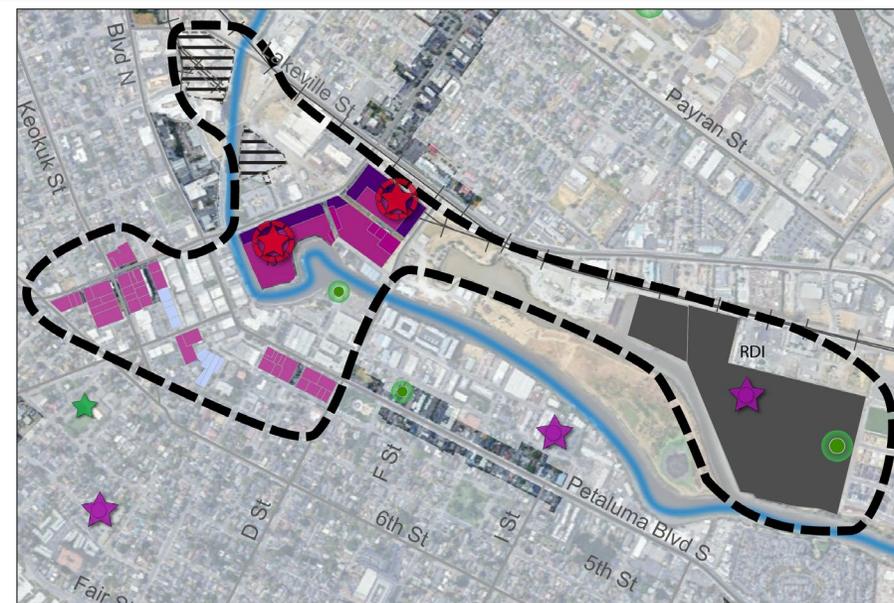
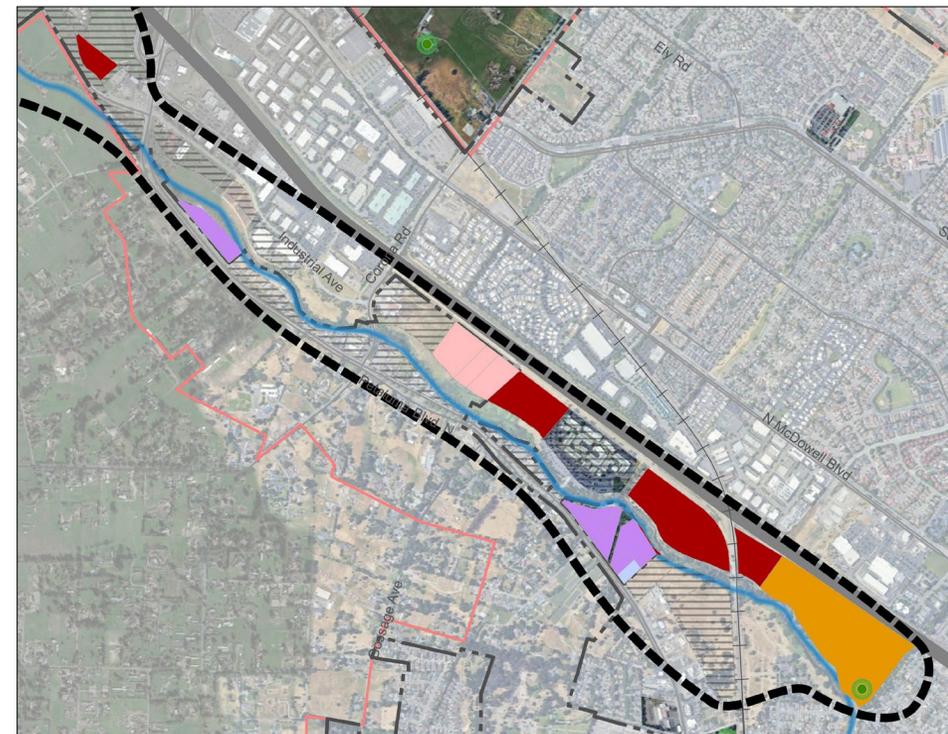
**What mix
of these
concepts?**

Consider UGB
Expansion

**Area 5: Potential Corona SMART
Station TOD**

Consensus from GPAC

- **Upstream River-Adjacent Area:**
 - Agreement: preserve a consistent open space buffer along the river
 - Strong support for community greenway / parkway concept
- **Core:**
 - Agreement: protect Downtown with future resilience and adaptation improvements/projects
 - Agreement: don't change Warehouse District GPLU



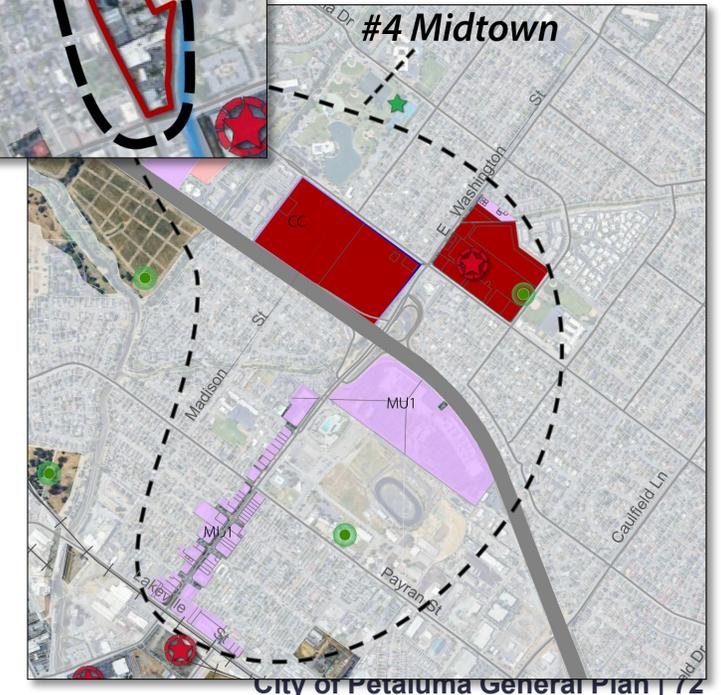
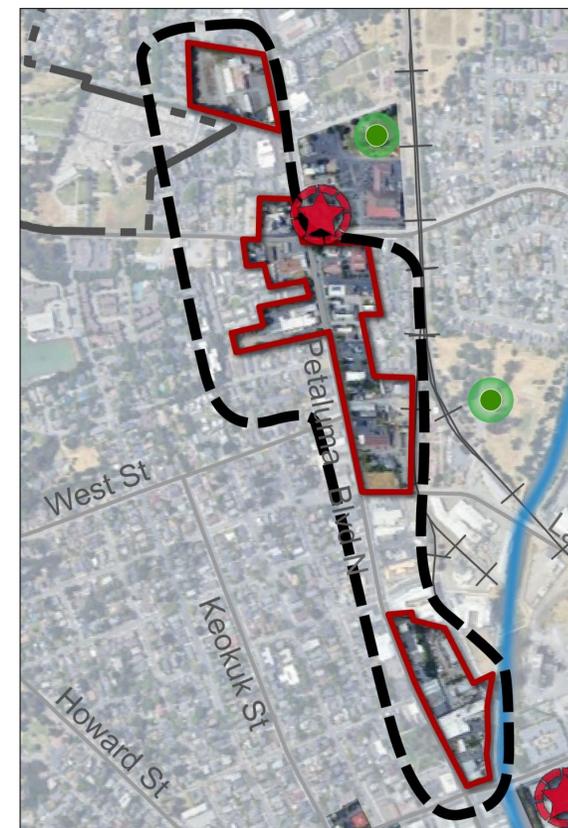
Consensus from GPAC

- **Petaluma Blvd North**

- Agreement: invite community input on intensifying the Lucky's site and the low-intensity Mixed Use areas

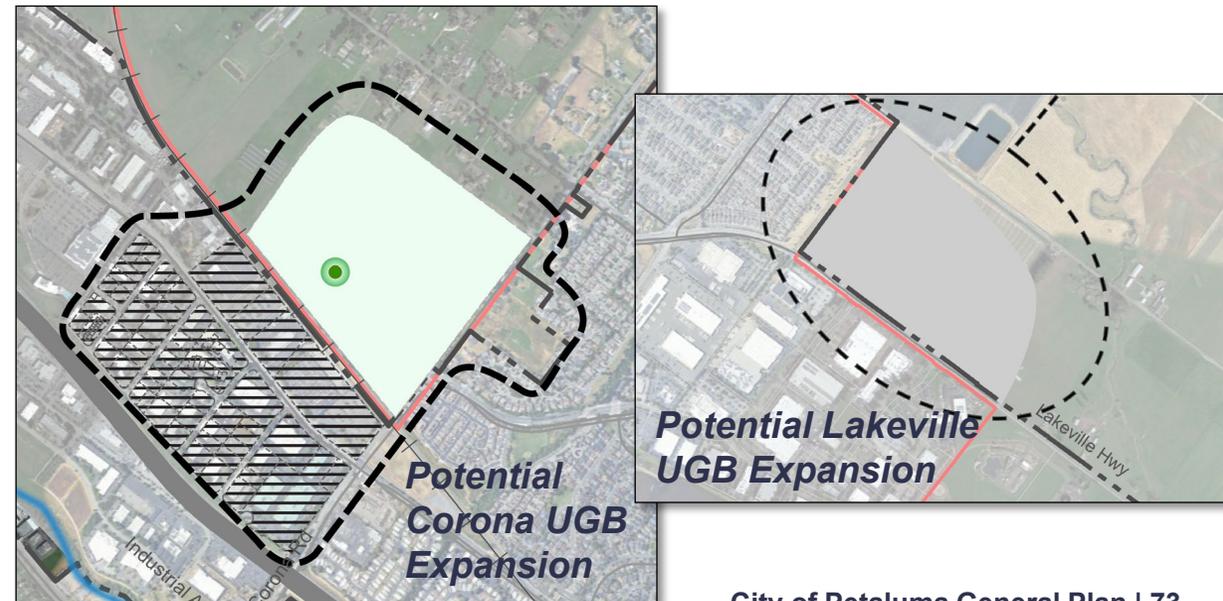
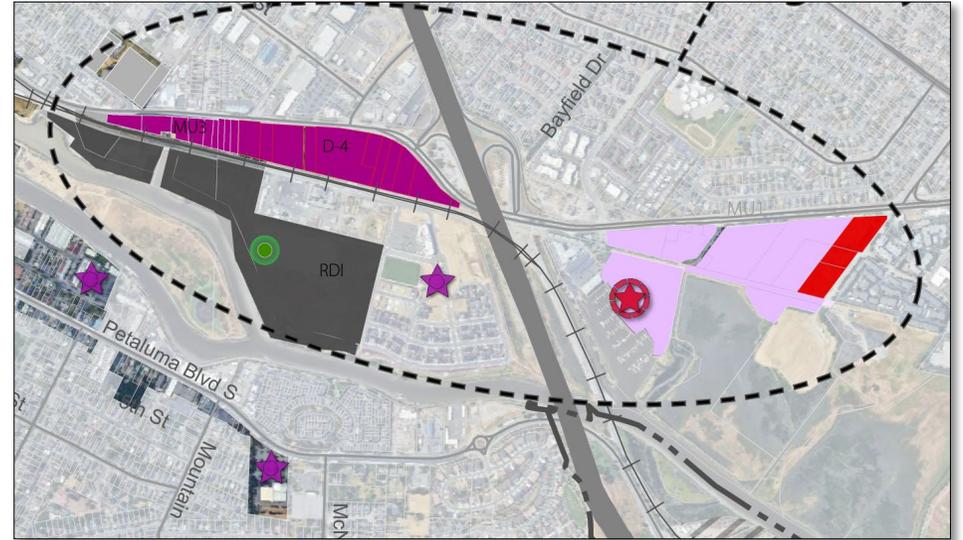
- **Midtown**

- Agreement: invite community input on the future of the East Washington Street corridor
- Agreement: invite community input on Washington Square



Consensus from GPAC

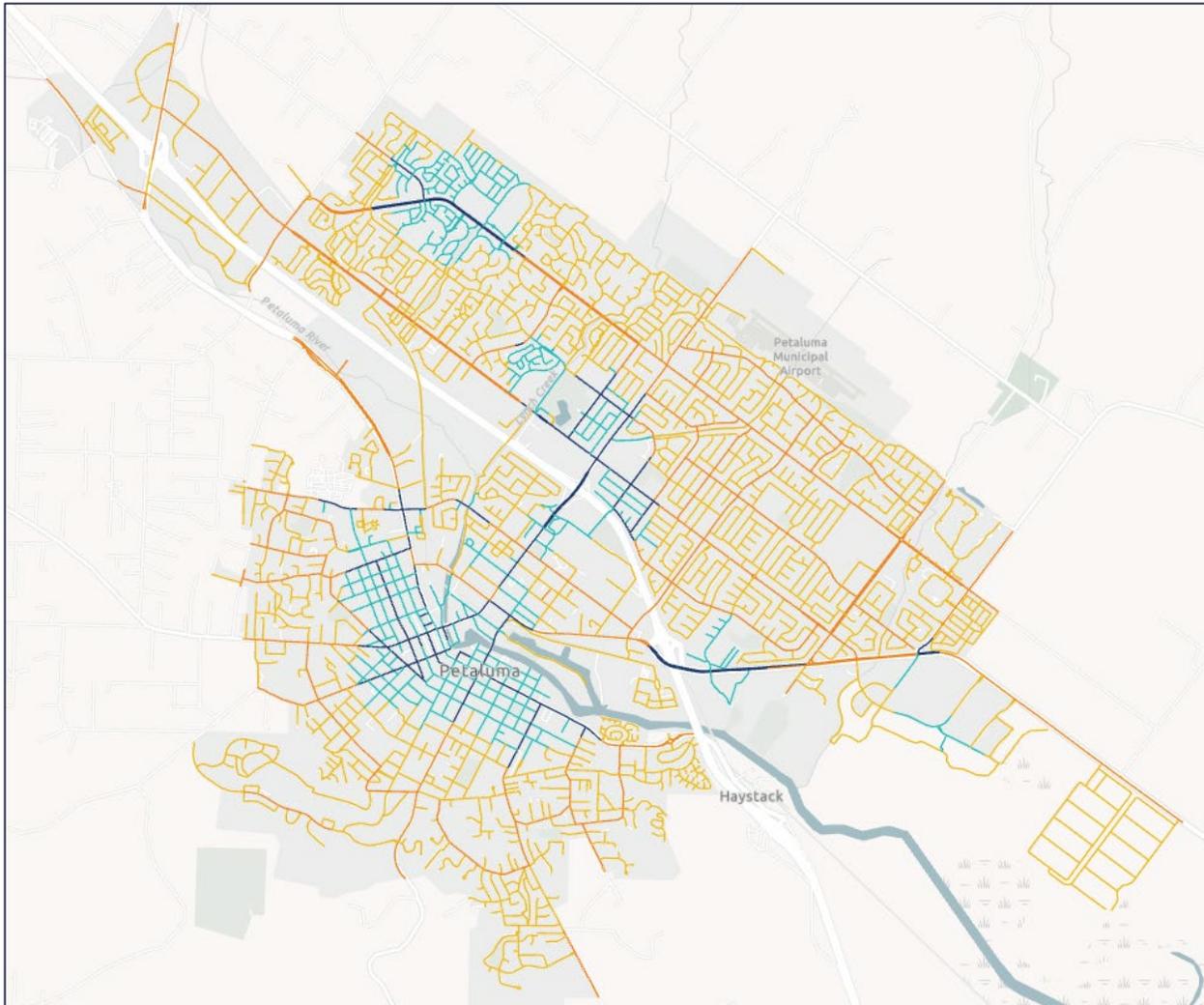
- **Downstream River Area:**
 - Agreement: invite public input on changing GPLU on areas formerly owned by Scannell
 - Agreement: don't change GPLU in the Western Lakeville Hwy area
- **Potential UGB Expansions**
 - Agreement: explore expansion near future Corona Station
 - Agreement: don't consider UGB expansion for southern Lakeville



Accessibility Analysis

Petaluma Network Stress & Accessibility

Network Stress and Accessibility Scores in 2019



Accessibility score takes into account retail and employment hubs, parks, schools, and transit stops

Legend

High LTS
Low Access

High LTS
High Access



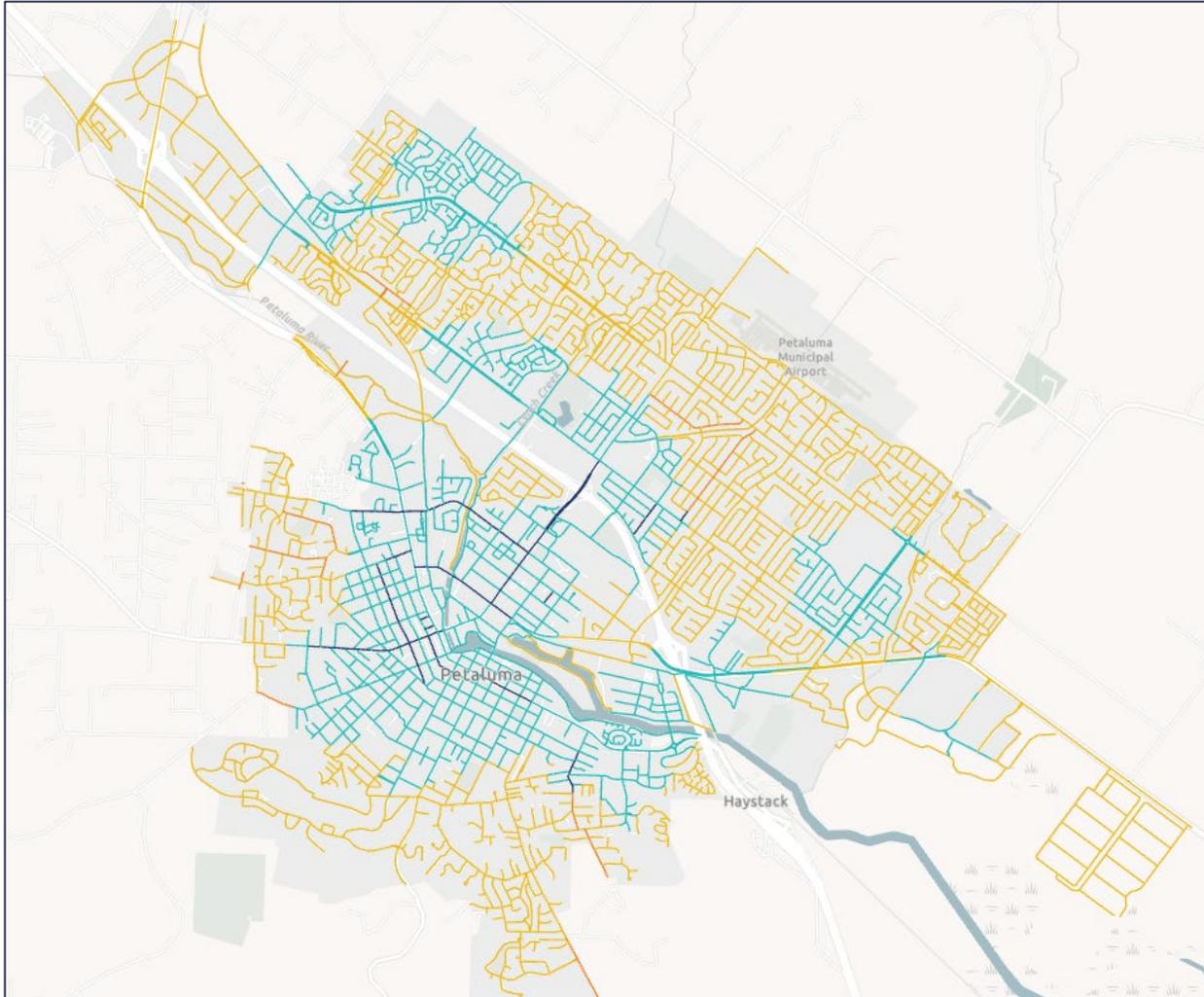
Low LTS
Low Access

Low LTS
High Access

LTS = level of traffic stress

Petaluma Network Stress & Accessibility

Network Stress and Accessibility Scores in 2040



Accessibility score takes into account retail and employment hubs, parks, schools, and transit stops

Legend

High LTS
Low Access

High LTS
High Access



Low LTS
Low Access

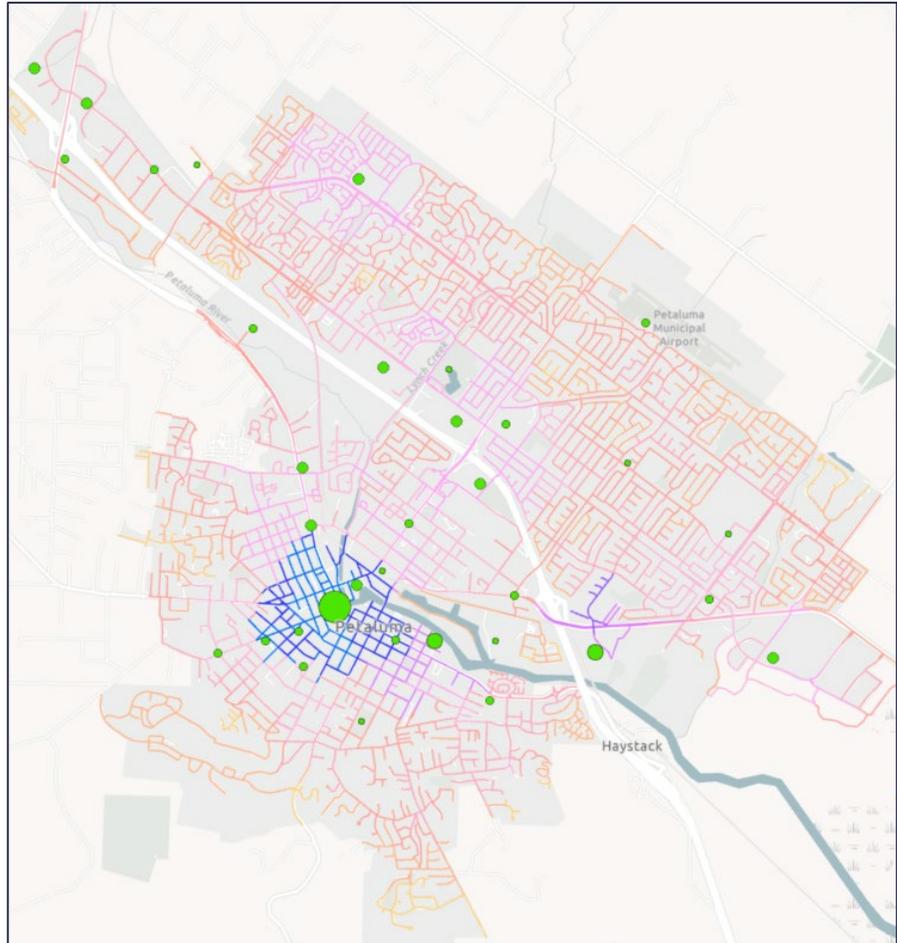
Low LTS
High Access

LTS = level of traffic stress

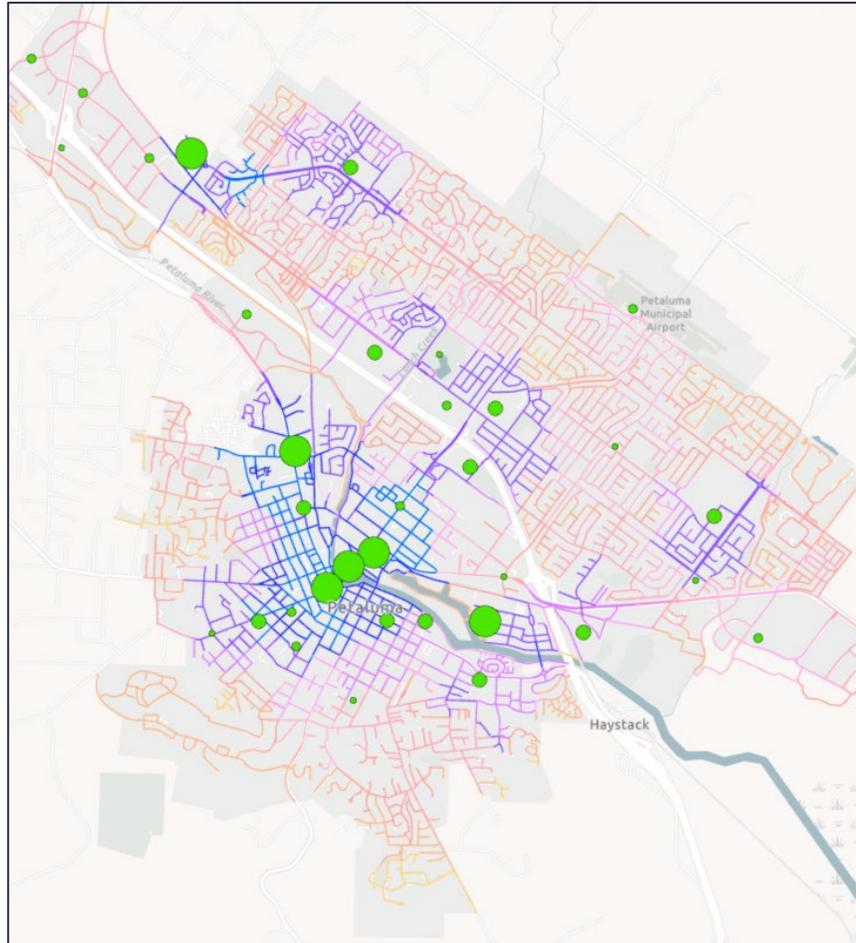
Change in Network Accessibility

Accessibility Improvements Primarily Driven by Land Use

2019



2040



Future year accessibility improvements mainly result from land use changes and more accessible “activity centers”. However, network changes make a big difference in some places, like the Caulfield bridge.

 “Activity Center”
Sized proportional to citywide importance

Low Access High Access

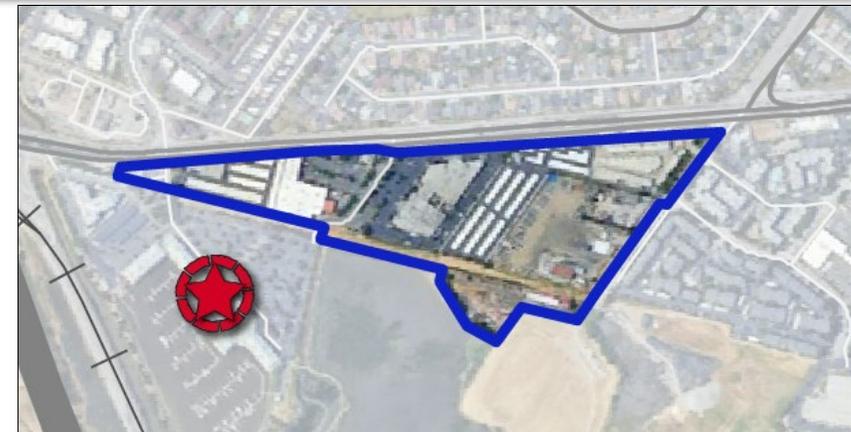
Questions?

Area #1: Upstream & Downstream River-Adjacent

Area #1: Upstream & Downstream River-Adjacent

Explore De-Intensification

1. Upstream; Denman Flats to Livestock Auction Yard
2. Downstream: South of East Lakeville Highway, west of Casa Grande Rd.



Area #1.1: Upstream River-Adjacent Areas

Considerations / Assumptions

- Ecological function & riparian habitats will be protected
- Portions currently flood regularly; additional flood retention capacity should be established
- Public access to/across the river corridor should be enhanced
- Any reduction here in allowed density must be matched elsewhere in the City with a corresponding increase in density (No Net Loss State Law)



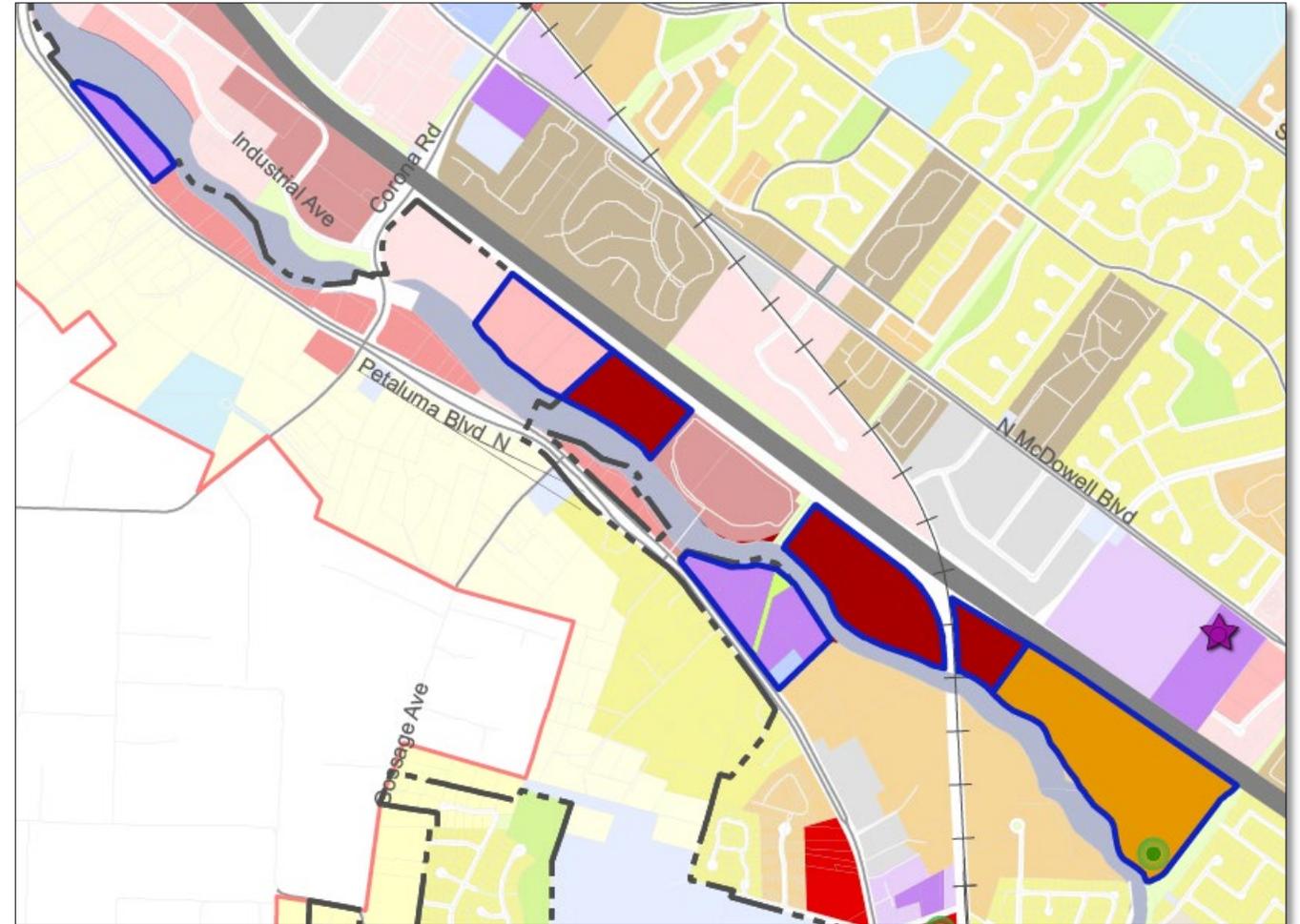
AERIAL

Area #1.1: Upstream River-Adjacent Areas

Public Land Use Question

- What should be the extent of allowed land uses in the area - should only parks and open space uses be allowed?

	Medium Residential [R4]		3 stories, 35'	8.1 - 18.0 du/acre
	Community Commercial		3 stories, 40'	1.2 FAR
	MU1 (A/B/C) (Corridor, Suburban, Neighborhood)		2 stories, 30' (3 in certain cases)	2.5 FAR 30 DU/Acre

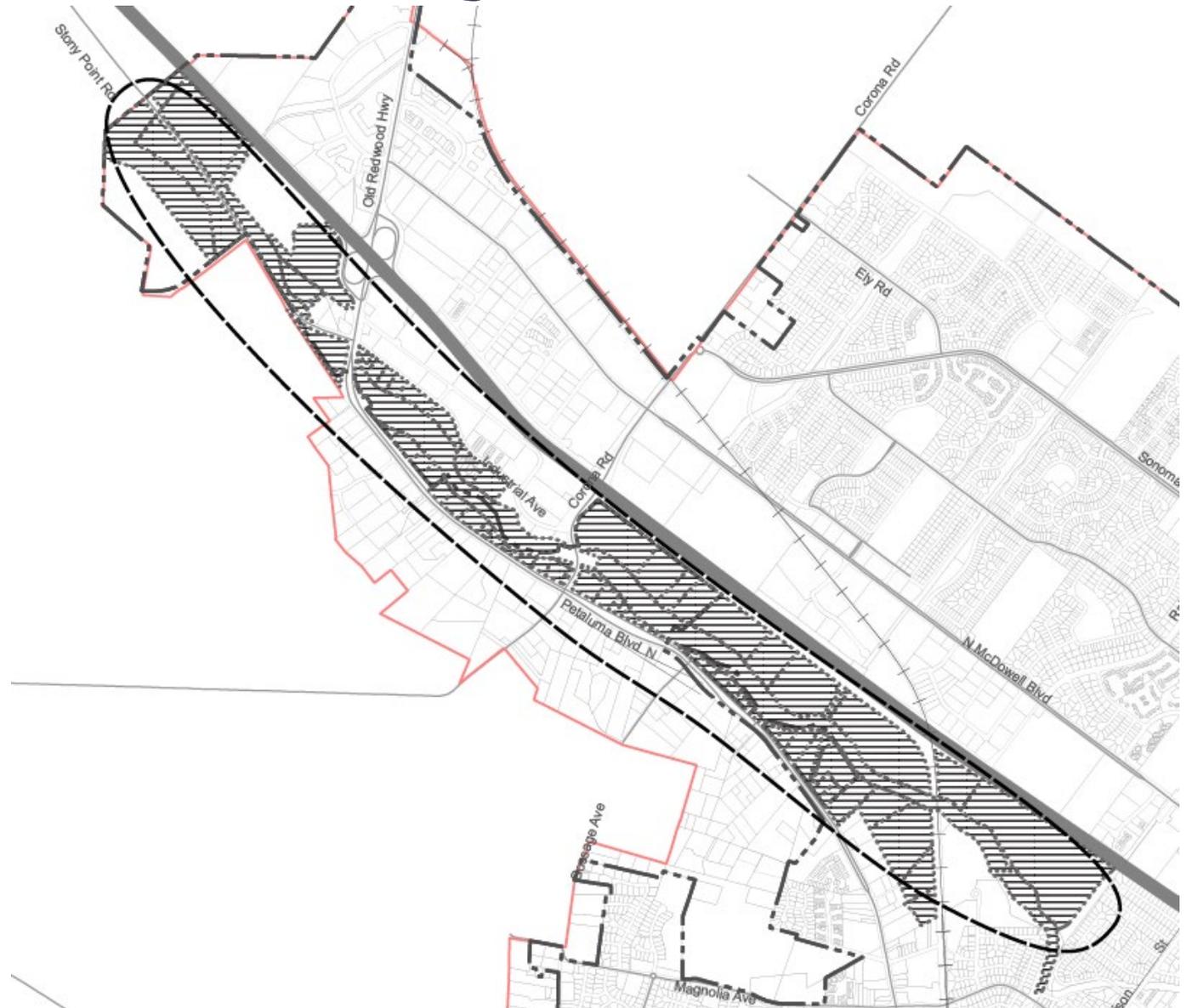


EXISTING GENERAL PLAN

Area #1.1: Upstream River-Adjacent Parcels

Public Policy Question

- Beyond changes to allowed land uses, should the City also establish minimum setbacks from the river and prohibit development in sensitive riparian areas and where deep flooding (greater than 4') is projected?



Area #1.2: Downstream River-Adjacent Areas

Considerations / Assumptions

- Flooding from Sea Level Rise, King Tides, and storm surge is projected in this area if no adaptation occurs
- Areas where mixed use is allowed offer potential for future housing
- Maintaining or adding employment improves the jobs/housing balance
- Any reduction in allowed density here needs to be matched elsewhere in the City with a corresponding increase in density (No Net Loss State Law)



AERIAL

Area #1.2: Downstream River-Adjacent Industrial

Market/Economic Considerations

Opportunities

- Mixed flex, R&D, manufacturing, distribution uses
- Potential future consolidated headquarters operations

Challenges

- Few greenfield development sites
- Various site-specific constraints: existing uses, flooding risk, irregular parcel shapes

Strategy Concepts

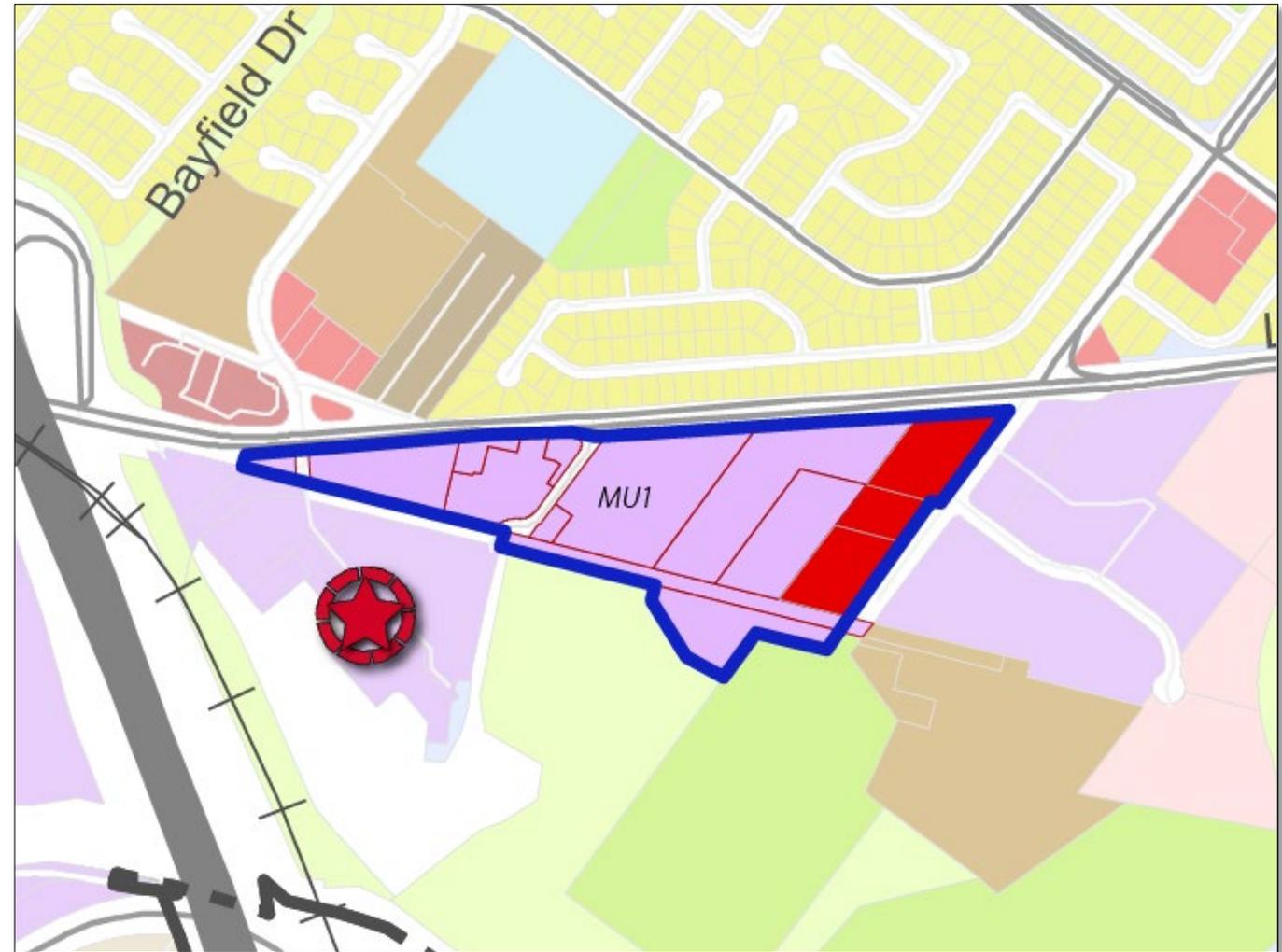
- **Ensure zoning supports diverse employment uses**
- Maintain excellent connections to Lakeville Hwy and Hwy 101
- Ensure awareness of flood risk locations, and reduce allowable development in flood zones

Area #1.2: Downstream River-Adjacent Areas

Public Land Use Question

- Should allowed land uses in the East Lakeville area (which is currently designated for mixed use) be realigned and/or de-intensified?

	Neighborhood Commercial		2 stories	0.8 FAR
	MU1 (A/B/C) (Corridor, Suburban, Neighborhood)		2 stories, 30' (3 in certain cases)	2.5 FAR 30 DU/Acre



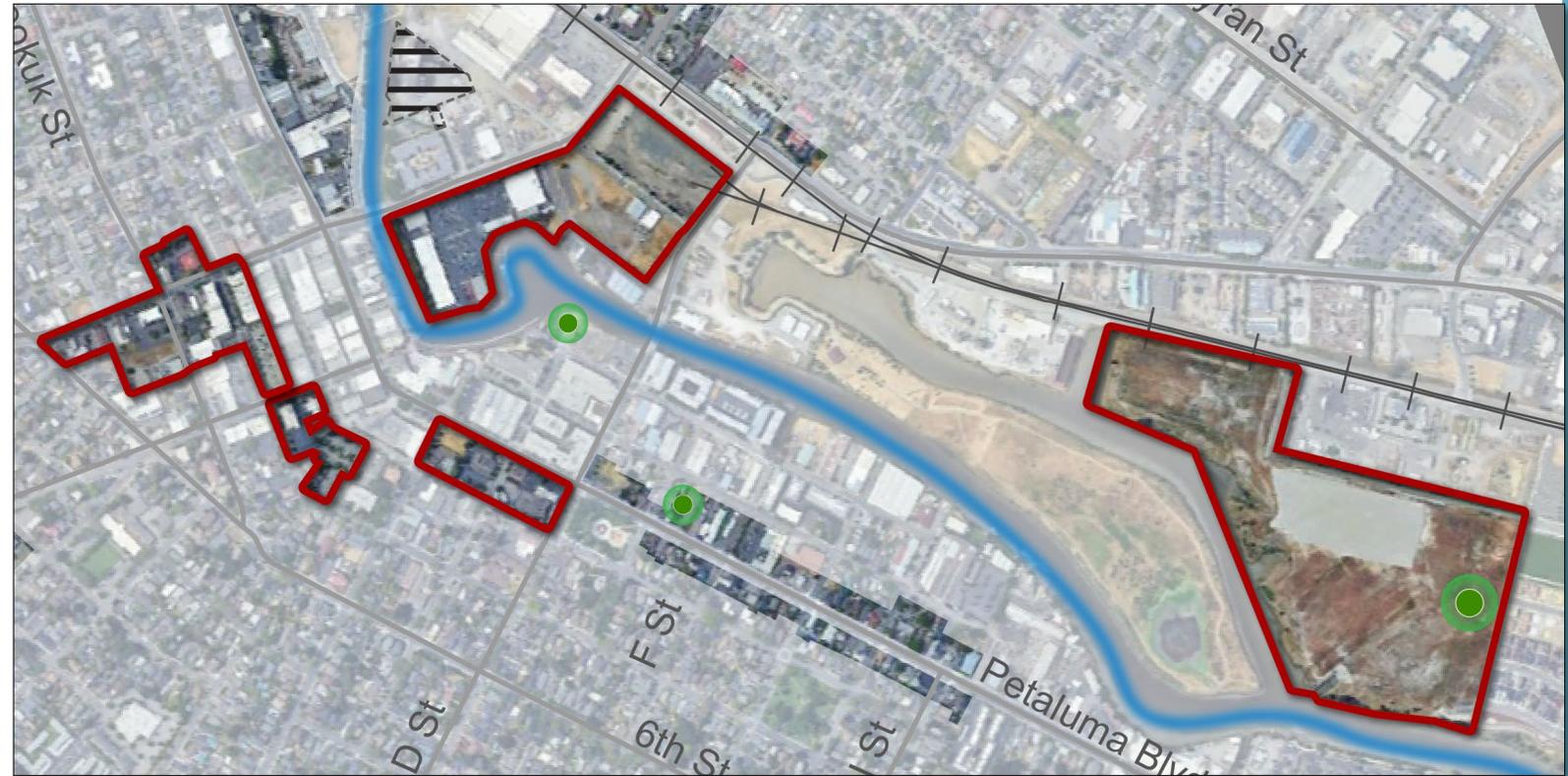
EXISTING GENERAL PLAN (w/MIXED USE ZONING)

Area #2: Core TOD

Area #2: Core TOD

Explore Intensification + Diversification

1. Historic Downtown
2. Downtown SMART Station
3. Historic Agricultural Industrial (?)
4. River Park / Former Scannell Site



Area #2.1: Historic Downtown

Considerations / Assumptions

- Protect and preserve historic character and landmarks
- Maintain a vibrant Downtown with active ground-floors
- Intensification supports:
 - Greater use of SMART transit
 - Infill development with lower VMT
 - Efficient use of infrastructure
- Implement District-scale flood control improvements, Resilient Building Standards, and other adaptation strategies as needed



AERIAL

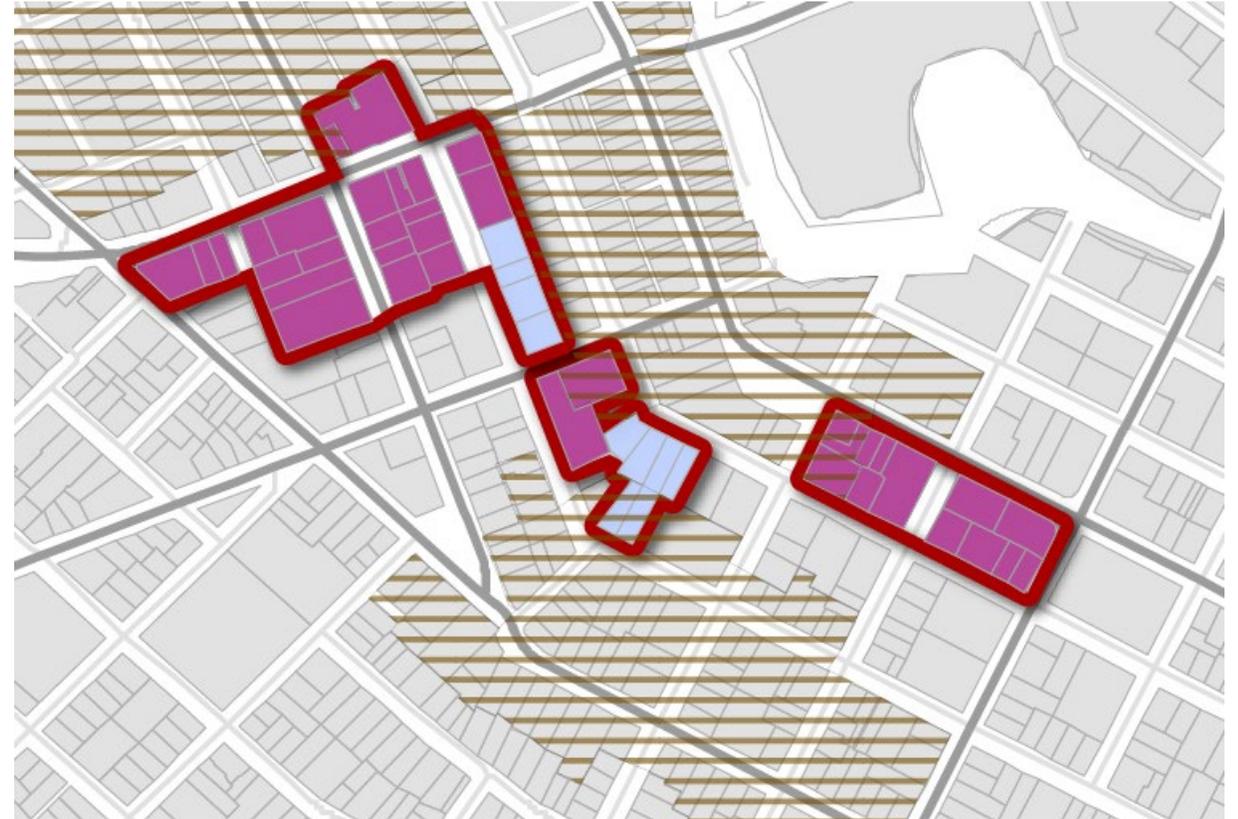
Area #2.1: Historic Downtown

Public Land Use Question

- Where (if at all) is it appropriate to allow taller building heights?

Public Policy Question

- Should the General Plan allow additional active land uses (such as maker spaces, coworking spaces, or live/work) to increase vibrancy while maintaining the Historic Downtown character?



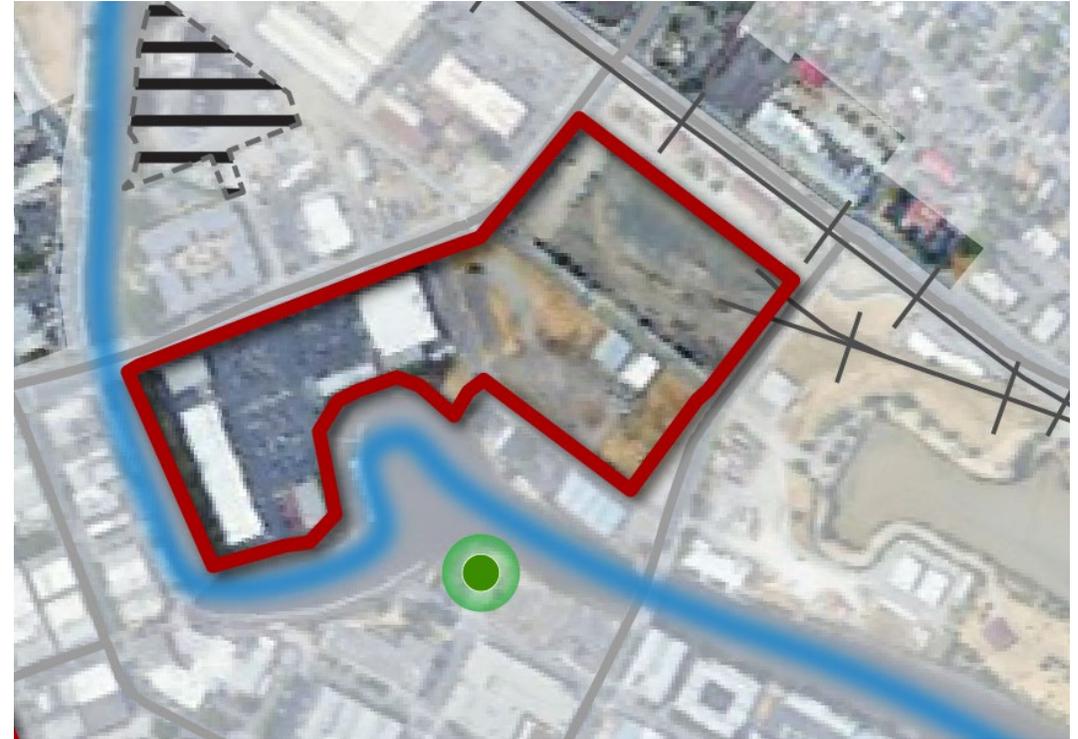
EXISTING GENERAL PLAN



Area #2.2: Downtown SMART Station (TOD)

Considerations / Assumptions

- Intensification supports:
 - Greater use of SMART
 - Infill development with lower VMT
 - Efficient use of infrastructure
- Maintain a vibrant Downtown with active ground floors
- Implement a comprehensive resilience and adaptation plan:
 - District-scale protection and flood control (road raising, pumps, etc.)
 - Resilient Building Standards
 - River trail



AERIAL

Area #2.2: Downtown SMART Station (TOD)

Public Land Use Questions

- Is it appropriate to allow more height than current regulations permit? How much?
- Should the City require that a taller development occurs here? (by setting a minimum height or FAR)

Public Policy Question

- For projects near SMART, should the City significantly reduce or eliminate parking and storefront requirements to incentivize development?



	[T5] "MU3" Urban Center Mixed Use		4 stories, 50' (up to 6 stories w/ exception) 3 stories along Petaluma Blvd S	50 DUA (assumed)
	[T-6] "MU4" Urban Core Mixed Use		6 stories, 70'	80 DUA (assumed)

Area #2.2: Downtown SMART Station (TOD)

Market/Economic Considerations

Opportunities

- Higher-intensity housing, hotels, dining / entertainment
- Office near SMART
- Better integrate sub-districts
- Transform River Plaza as housing / retail / gathering space

Challenges

- Higher-intensity residential and office development are infeasible today
- Potential lease-related barriers to redeveloping River Plaza
- Avoiding over-saturation of retail storefront spaces

Strategy Concepts

- **Expand allowable heights and densities** to provide flexibility when market conditions improve
- Target any ground floor retail requirements to strongest nodes / blocks
- Enhance pedestrian connections between Downtown, Warehouse District, Theater District, River Plaza
- Support property owners in addressing unique ownership & lease constraints

Area #2.3: Historic Agricultural Services District

Considerations / Assumptions

- Represents a unique aspect of Petaluma character
- Intensification supports:
 - Greater use of SMART transit
 - Infill development with lower VMT

Public Policy Questions

- Should the City change regulations now to allow mixed use or wait for these owners to approach the City?
- If the underlying regulations are changed, how tall should mixed-use redevelopment be allowed to be?



Area #2.4: River Park (Former Scannell Site)

Considerations / Assumptions

- Enhanced river access and ecological restoration (riverfront park, restored slough, bridge)
- Potential land uses include affordable housing, community spaces/amenities, maker spaces
- Supports Downtown vibrancy and SMART transit use
- Infilling underutilized land promotes lower VMT
- Additional employment areas improve jobs/housing balance

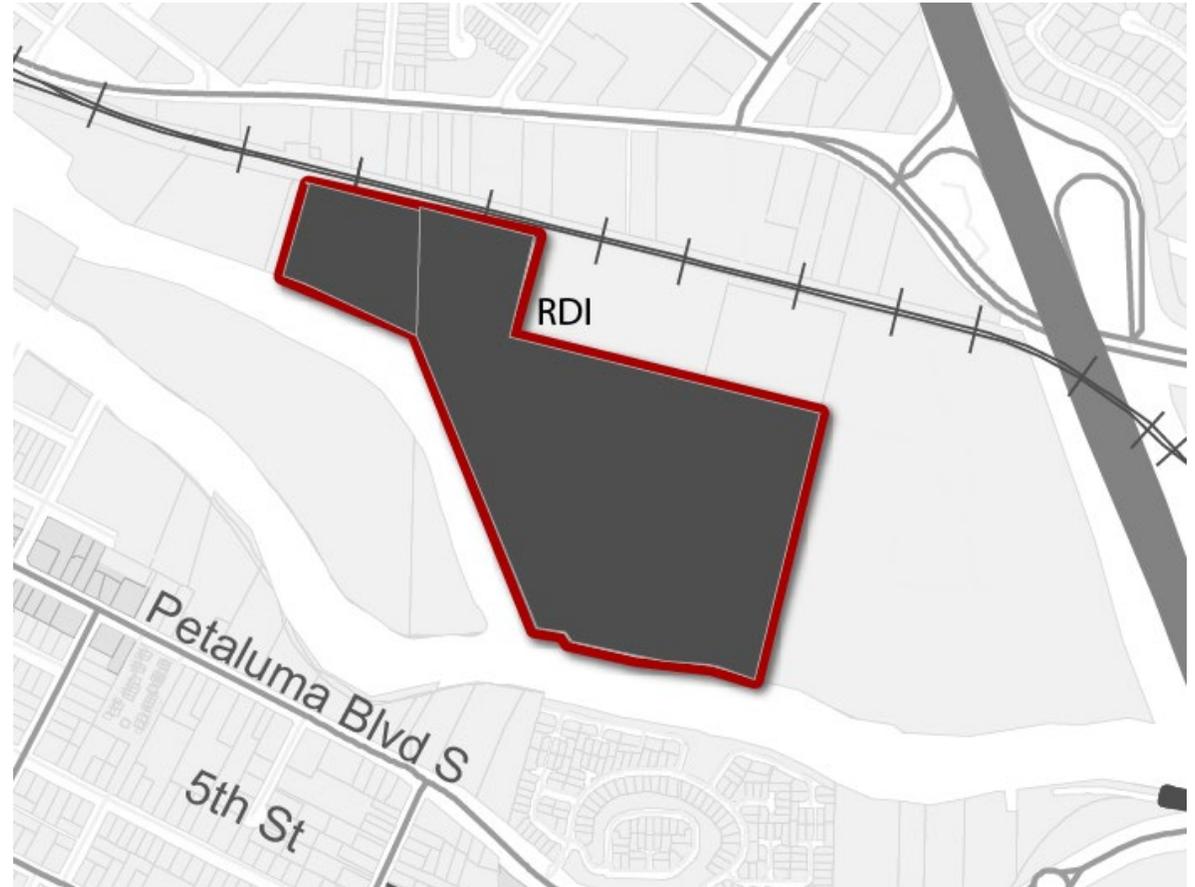


AERIAL

Area #2.4: River Park (Former Scannell Site)

Public Land Use Question

- The new owner (River Park Foundation) has indicated they plan to build public parks, a riverfront trail, restored wetlands, and community-serving spaces. What else should be developed here?



	RDI River-Dependent Industrial		6 stories	None (matches T6 zone)
---------------------------------------------------------------------------------------	--------------------------------------	---------------------------------------------------------------------------------------	-----------	---------------------------

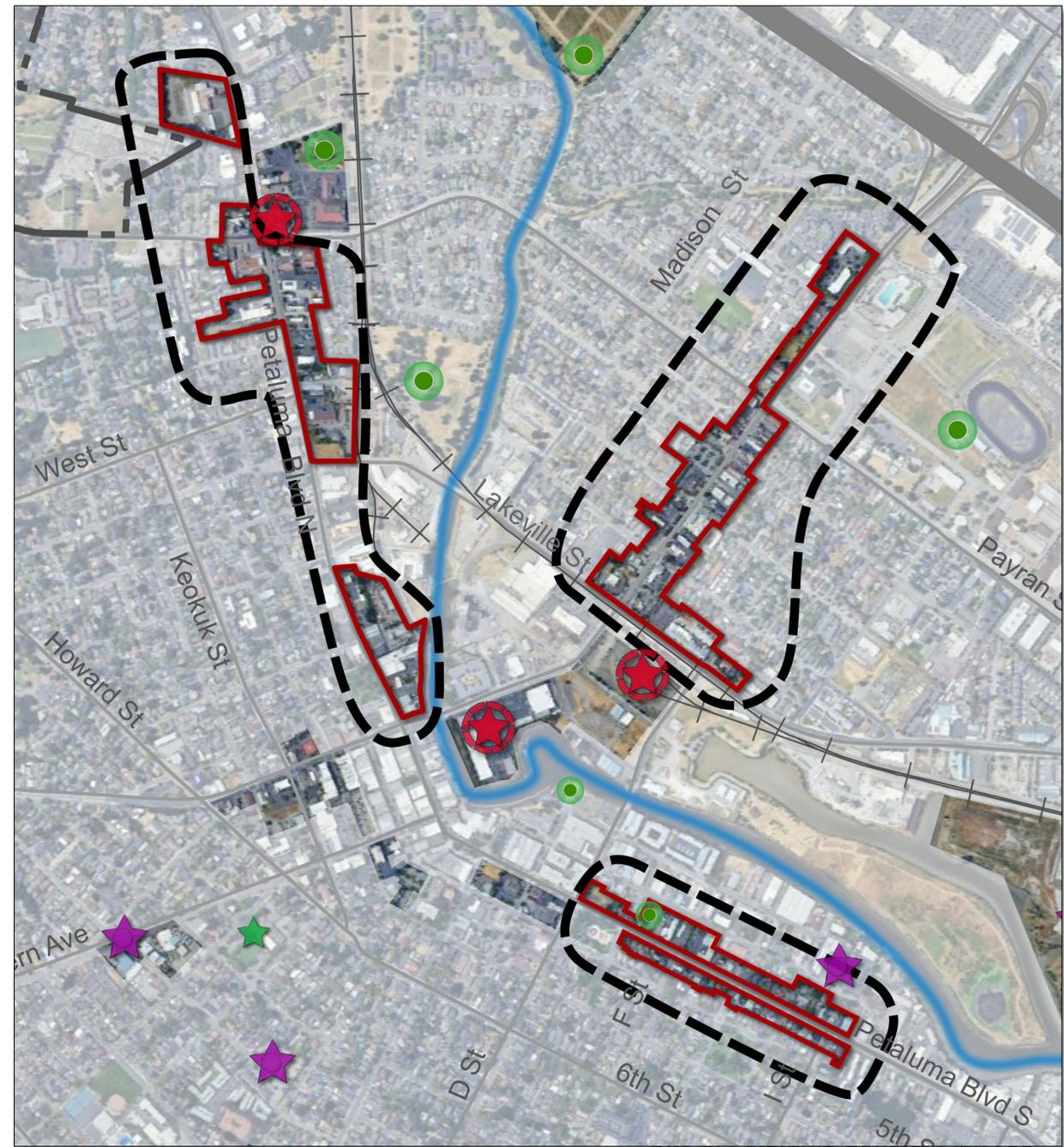
EXISTING GENERAL PLAN

Area #3: Corridors

Area #3: Corridors

Explore Intensification

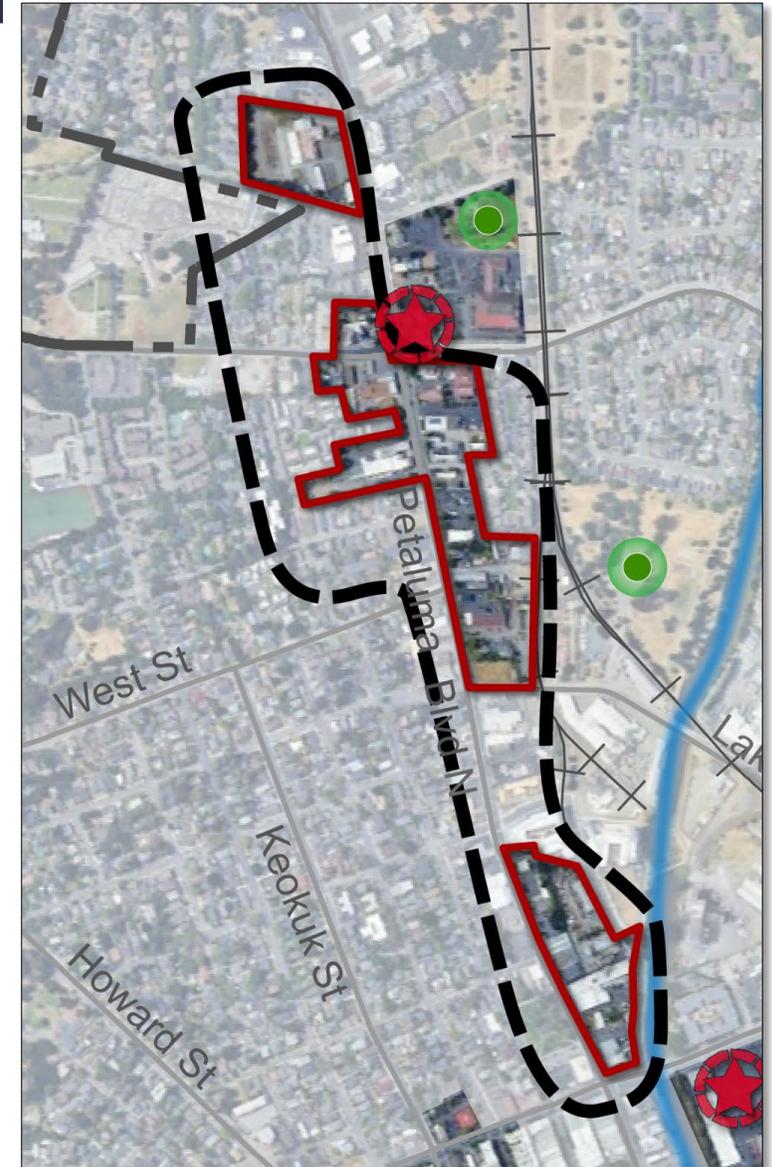
1. Petaluma Blvd North
2. Petaluma Blvd South
3. East Washington



Area #3.1: Petaluma Blvd North

Considerations / Assumptions

- Infill underutilized sites along key corridors
- Enhance character, safety, and activity along corridors
- Promote VMT reduction through more centrally-located housing
- Support 15-minute center at Magnolia Ave



AERIAL

Area #3.1: Petaluma Blvd North

Public Land Use Questions

- What changes to allowed land use and intensity should be explored along Boulevard North?
- Should the density and height on the corridor “feather” (decrease) moving north along the corridor? Or should there be a consistent height standard?



Area #3.2: Petaluma Blvd South

Considerations / Assumptions

- Improved gateway & sense of entrance into City
- Enhance design character, safety, and ground-floor activity along corridor
- Implement resilience and adaptation strategies as necessitated by physical conditions (protect this area)



AERIAL

Area #3.2: Petaluma Blvd South

Public Land Use Question

- How should the corridor feel from an urban design standpoint?
 - Consistent (same) maximum heights along both sides of the Boulevard, or
 - Feather or decrease moving away from the river and Warehouse District



	MU2 Historic Mixed Use		4 stories, 45'	30 DU/Acre
	[T5] "MU3" Urban Center Mixed Use		4 stories, 50' (up to 6 stories w/ exception) 3 stories along Petaluma Blvd S	50 DUA (assumed)
	[T-6] "MU4" Urban Core Mixed Use		6 stories, 70'	80 DUA (assumed)

Area #3.3: East Washington Street

Considerations / Assumptions

- Improve character, safety, and activity along a key corridor
- Infill underutilized areas in the core and support SMART transit
- Enhance connection between Eastside and Westside



AERIAL

Area #3.3: East Washington Street

Public Policy Question

- What should the City prioritize on this corridor?
 - A) Pedestrian crossing, multimodal, and other safety improvements
 - B) Street trees, public realm, and visual enhancements
 - C) Attracting active, flexible ground floor uses including maker spaces, live/work units, and temporary uses



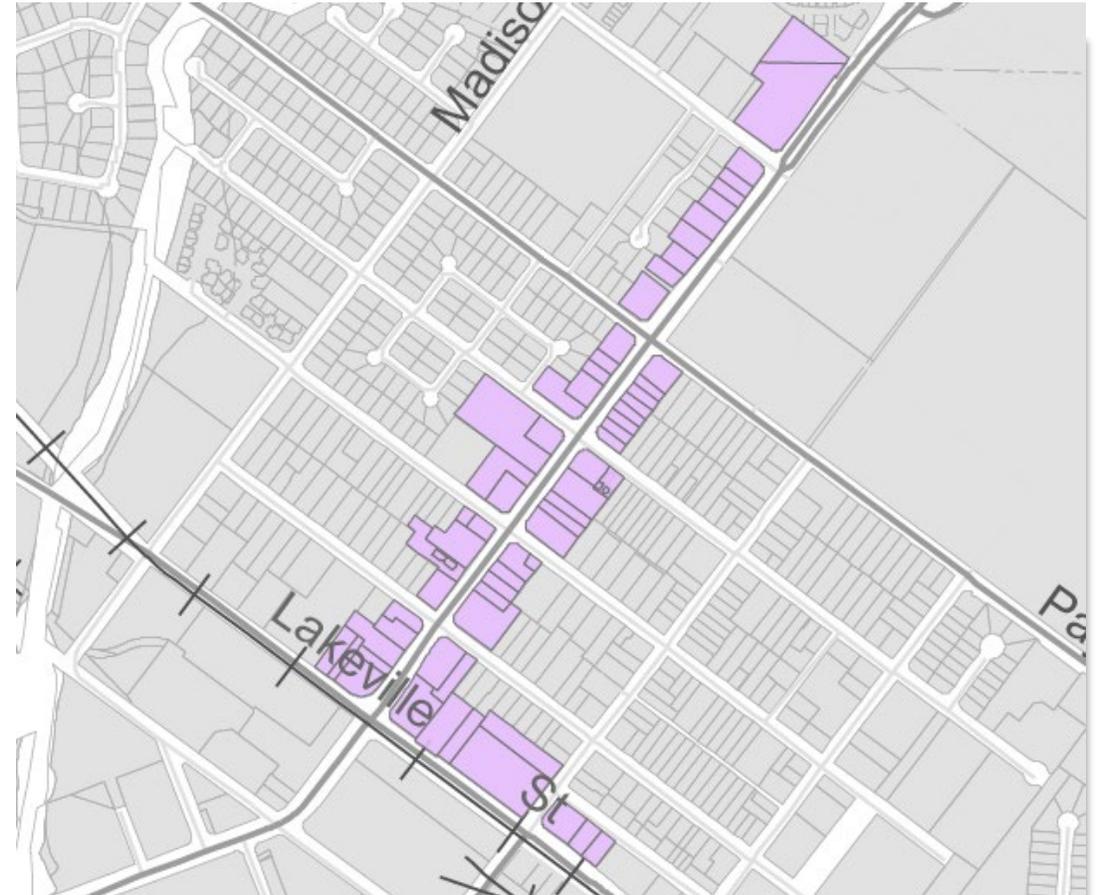
Area #3.3: East Washington Street

Public Land Use Questions

- What changes should we explore here?
 - Should the first block match the allowed intensity & height proposed for the SMART station?
 - How dense should the rest of the East Washington corridor be?

Public Policy Question

- What should the City prioritize here?
 - A) pedestrian safety improvements
 - B) visual enhancements/upgrades
 - C) redevelopment and land use change



	MU1 (A/B/C) (Corridor, Suburban, Neighborhood)		2 stories, 30' (3 in certain cases)	2.5 FAR 30 DU/Acre
---------------------------------------------------------------------------------------	---------------------------------------------------------	---------------------------------------------------------------------------------------	----------------------------------------	-----------------------

EXISTING GENERAL PLAN

Area #3: Corridors

Market/Economic Considerations

Opportunities

- 3- to 6-story townhome and multifamily housing
- Ground floor or freestanding retail & professional office, medical office space *near major retail nodes*

Challenges

- Shallow and small lots constrain efficient development design
- Current infeasibility of higher-density housing
- Retail will struggle unless visible, accessible, and concentrated

Strategy Concepts

- Ensure zoning & form-based requirements **enable townhome & multifamily development**
- **Only require retail in/near key nodes** (15-Minute centers, Downtown, etc.)
- Consider incentives for site assembly

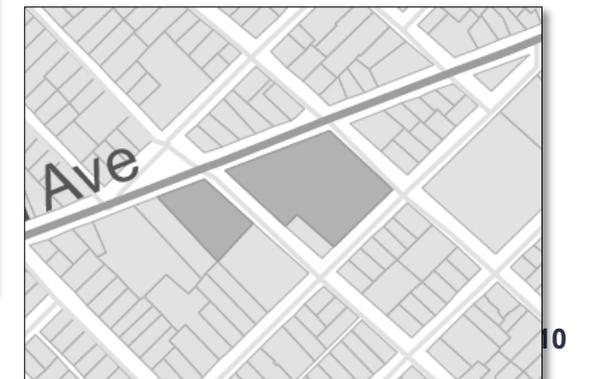
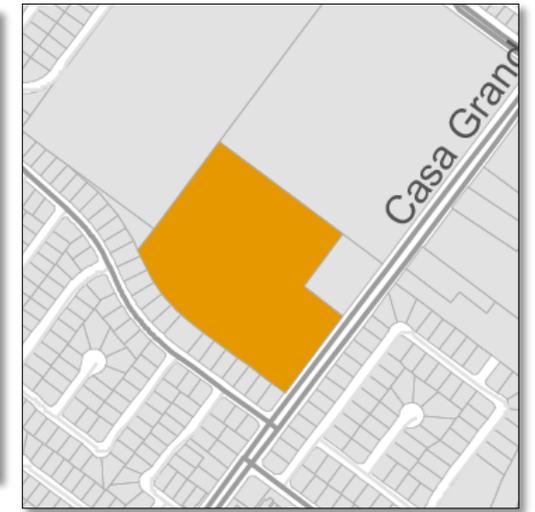
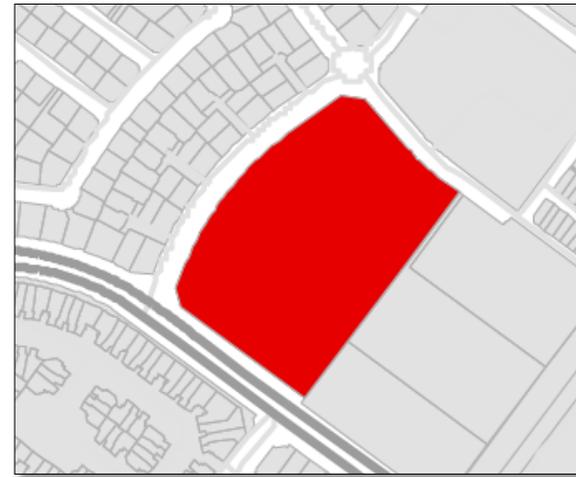
Questions?

Area #4A: 15-Minute Neighborhood Centers

Area #4A: 15-Minute Neighborhood Centers

Explore intensification + diversification

1. Bowling Alley/Veterans Center
2. Leghorn Marketplace
3. Casa Grande
4. Western & Baker
5. School District Office & City Hall



Area #4A: 15-Minute Neighborhood Centers

Bowling Alley & Veteran's Center, Western & Baker, Casa Grande, Leghorn Marketplace

Market/Economic Considerations

Opportunities

- 2- to 4-story townhome and missing middle housing
- Horizontal mixed-use at larger sites
- Vertical mixed-use
- Integrate retail and storefront office uses

Challenges

- Housing developers may prefer inward-oriented and 100% residential projects
- Need a critical mass of retail for functionality
- Current infeasibility of higher-density housing
- Potential competition from single-use retail if a major chain identifies an opportunity

Strategy Concepts

- Assist property owners with re-visioning
- Design requirements for integration of housing and commercial, outward street-facing orientation
- Design requirements for functional, visible, accessible retail
- **Minimum retail or active frontage requirements**

Area #4A.1: Bowling Alley & Veteran's Center

Considerations/Assumptions

- Support creation of a 15-minute center (SDAT)
- Infill key underutilized sites
- Build off Caulfield improvements

Public Land Use Questions

- How intense and tall should this future activity center be?
- How mixed use should it be?
- Should the center extend eastward across McNear Avenue?



	Neighborhood Commercial		2 stories	0.8 FAR
	Medium Residential [R4]		3 stories, 35'	8.1 - 18.0 du/acre
	Public/Semi-Public			

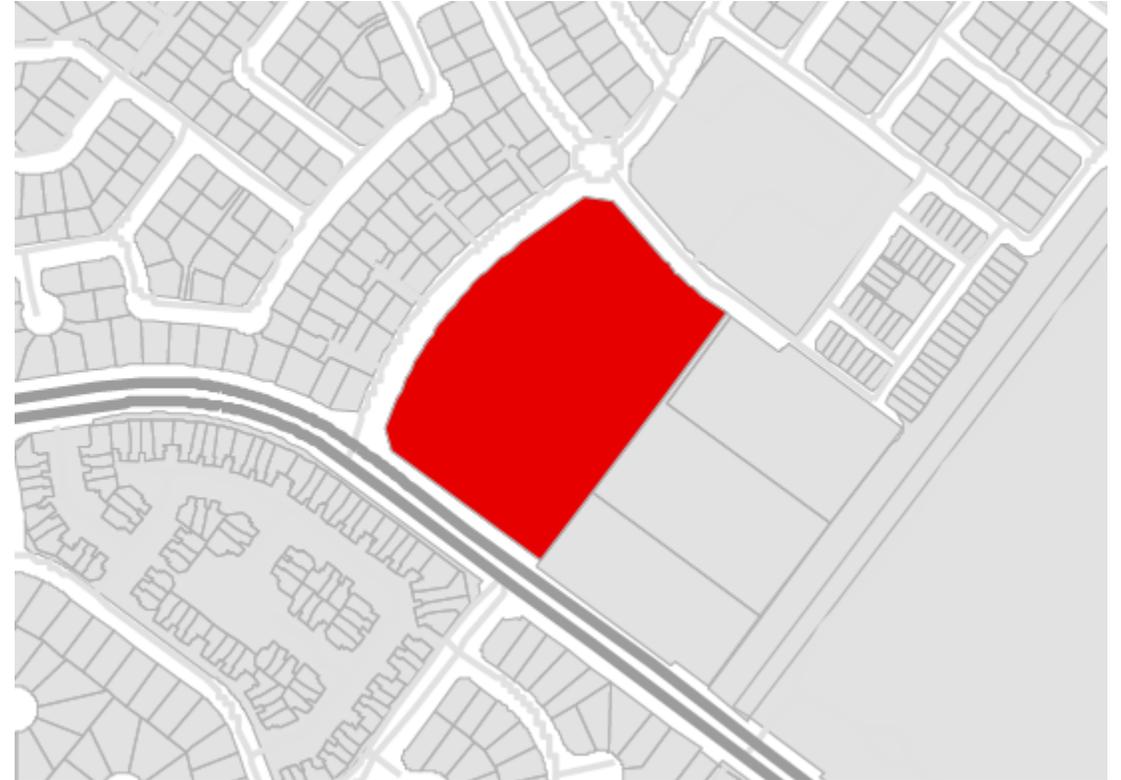
Area #4A.2: Leghorn Marketplace

Considerations / Assumptions

- Support creation of a 15-minute center (SDAT)
- Infill underutilized properties along key corridors
- Promote evolution of shopping malls
- Desire to provide more amenities on the Westside

Public Land Use Question

- How intense should this future mixed-use center be? What mix of uses should be encouraged?



Neighborhood
Commercial



2 stories

0.8 FAR

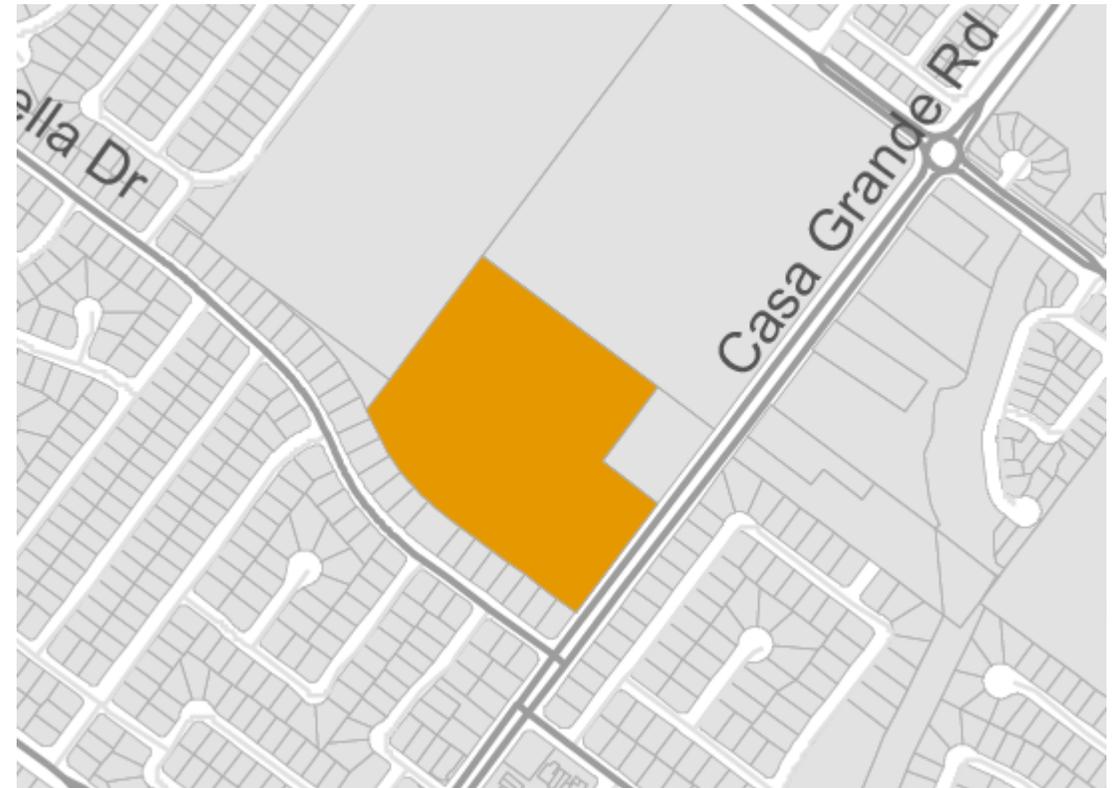
Area #4A.3: Casa Grande

Considerations / Assumptions

- Support creation of a 15-minute center (SDAT)
- Infill underutilized and vacant properties along key corridors
- Desire to provide more amenities on the Westside

Public Land Use Questions

- How intense should this future mixed-use center be? What mix of uses should be prioritized?
- Is live/work appropriate to require?



Medium
Residential
[R4]



3 stories, 35'

8.1 - 18.0 du/
acre

Area #4A.4: Western & Baker (Creamery)

Considerations/Assumptions

- Support creation of a 15-minute center (SDAT)
- Build off existing mixed use
- Unique agricultural-industrial history gives Petaluma character

Public Land Use Question

- How intense should this future mixed-use center be?



Area #4A.5: City Hall & School District Office

Public Policy Questions

- Should the City work with the School District to redevelop the Douglas Street property into a 4- and 5-story vertical mixed-use neighborhood center?
- Should the City seek to relocate its existing City Hall civic facilities and redevelop the site with affordable housing?



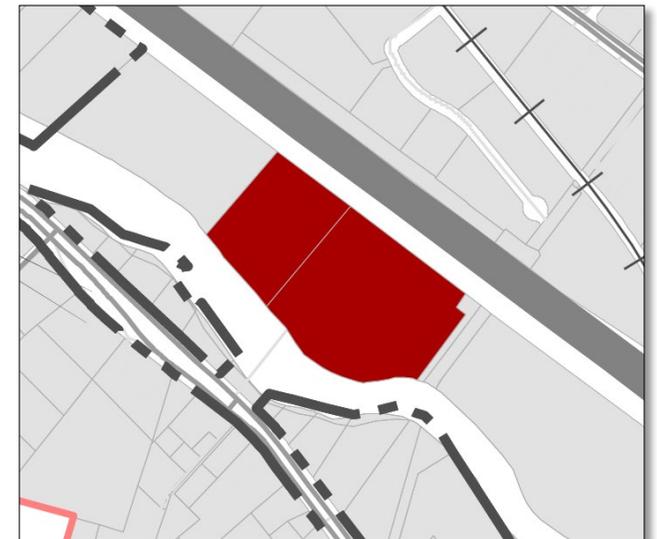
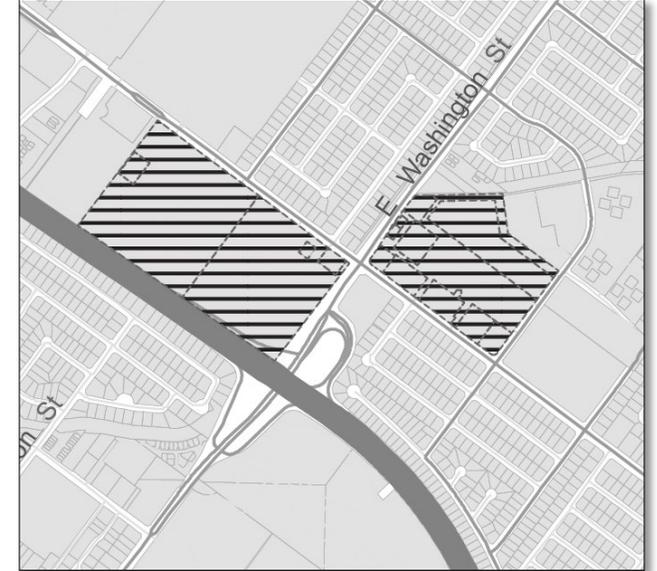
	MU1 (A/B/C) (Corridor, Suburban, Neighborhood)		2 stories, 30' (3 in certain cases)	2.5 FAR 30 DU/Acre
	Public/Semi-Public			

Area #4B: 15-Minute Town Centers

Area #4B: 15-Minute Town Centers

Explore intensification + diversification

1. Lucky's (Town and Country)
2. The Outlets
3. Community Commercial Centers: Washington Square, Plaza North/South



Area #4B: 15-Minute Town Centers

Opportunities

- 3- to 6-story townhome & multifamily housing
- Horizontal & vertical mixed-use
- Integrate retail, professional & medical office, live/work
- Repurpose any excess parking for housing

Challenges

- Leases with different termination dates
- Tenant controls of common areas, including parking lots
- Limited incentive for longtime property owners to risk redevelopment
- Need a critical mass of retail for functionality
- Current infeasibility of higher-density housing

Strategy Concepts

- Assist property owners with re-visioning
- Assist property owners with addressing lease-related barriers to redevelopment
- Ensure minimum retail parking requirements are as low as practical
- Create development incentives for master planning process
- **Minimum residential density requirements**

Area #4B.1: Lucky's (Town and Country)

Considerations / Assumptions

- Support creation of a 15-minute center (SDAT)
- Infill underutilized properties along key corridors
- Promote evolution of shopping malls
- Centrally-located reduces VMT

Public Land Use Question

- How intense should this future mixed-use center be? What mix of uses?



Neighborhood
Commercial



2 stories

0.8 FAR

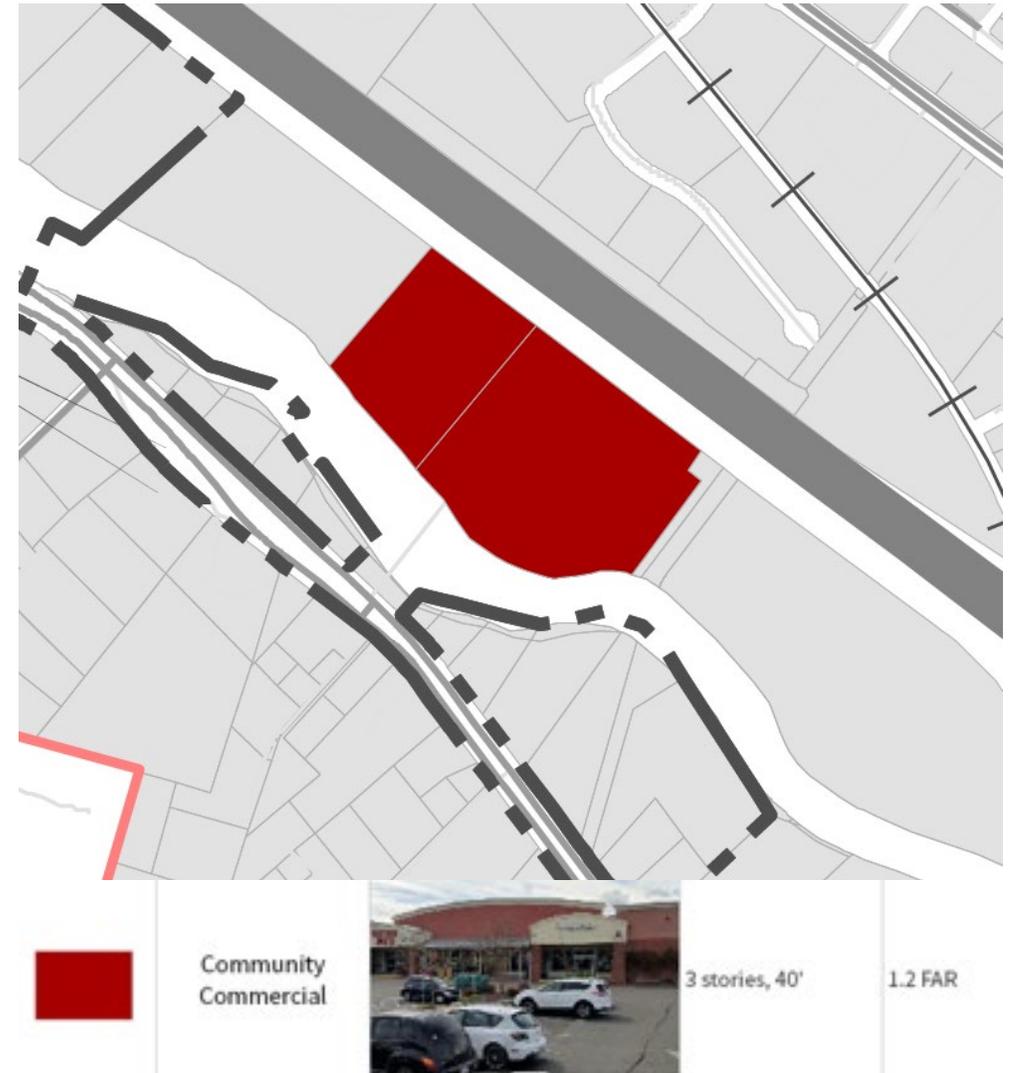
Area #4B.2: The Outlets

Considerations / Assumptions

- Explore potential creation of a 15-minute center – build off theater
- Promote evolution of shopping malls
- Leverages pre-existing flood control infrastructure

Public Land Use Question

- What should the future of the outlets be? Should new uses be introduced or incentivized?

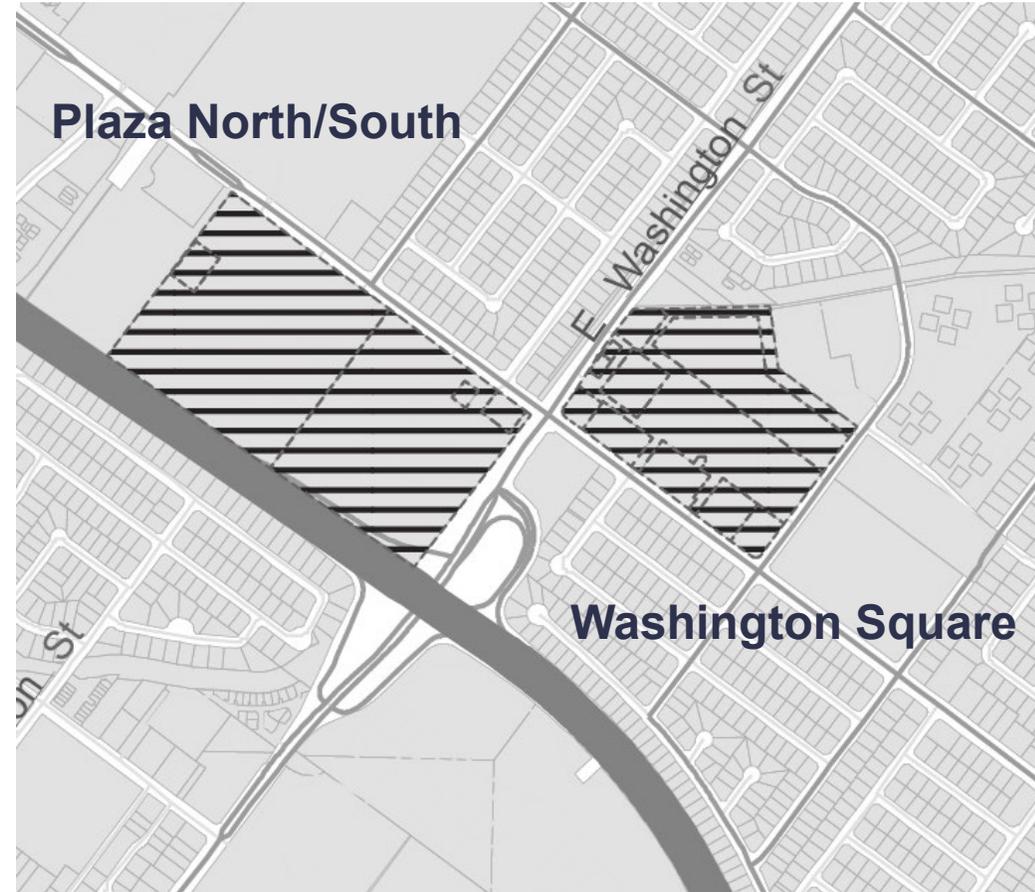


Area #4B.3: Community Commercial Centers

Public Policy Question

- In order to promote the future transformation of shopping malls into 15-minute gathering places, should the City allow standalone residential and taller mixed-use buildings in commercial centers such as Washington Square and Plaza North/South?

Mixed Use and standalone residential already allowed in Target and Deer Creek Village



Community
Commercial



3 stories, 40'

1.2 FAR

Area #5: Potential Corona Station UGB Expansion

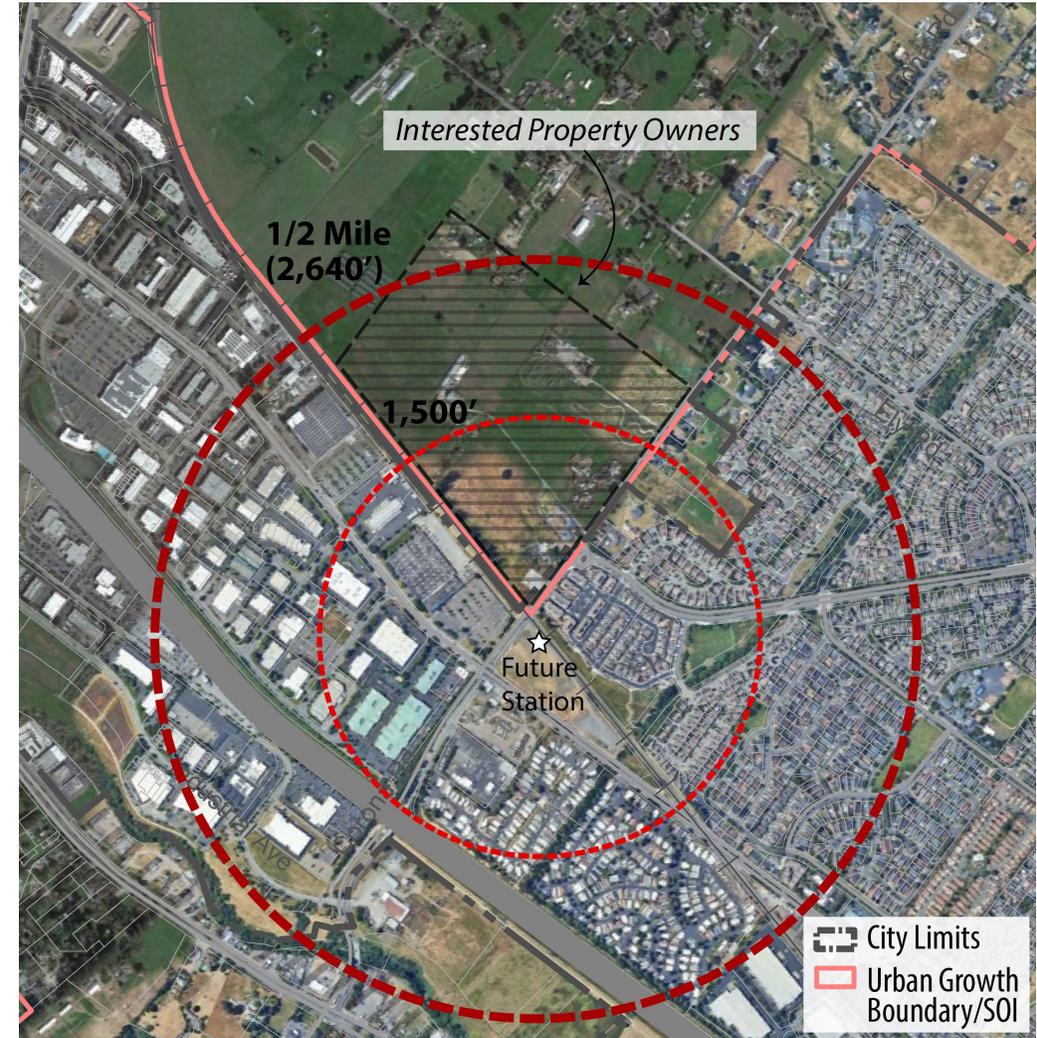
Area #5.1: Potential Corona UGB Expansion

Considerations / Assumptions

- **Potential for future City Expansion for TOD:** reliant on November 2024 ballot measure to extend the UGB expiration date
- Supports SMART use; leverages Corona/N McDowell improvements

Public Policy Questions

- If the ballot measure is approved, how intense should new residential and/or mixed-use development be?
- Should the Corona UGB area include a significant jobs component?



AERIAL

Area #5.2: North McDowell Blvd

Public Policy Question

- If the UGB is expanded in the future near Corona Station, what should be the character and intensity of land uses along the nearby portion of North McDowell Blvd?



Questions?

Evolution of Single-Family Neighborhoods

Single-Family Neighborhood Infill – Goal & Policies

Goal 1: Existing low-density residential neighborhoods provide a range of middle-density housing options.

- Policy 1.1: Continue to expedite the construction of ADUs on residential lots.
- Policy 1.2: Adjust land use regulations for single-family zones to permit small lot subdivisions and development of duplexes, triplexes, and fourplexes.

What does Neighborhood Infill look like?

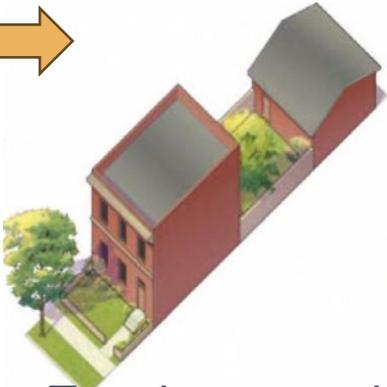
SB 9

2+ Units



Duplex (Stacked and Side-by-Side)

ADUs! →



Townhouse and Live/Work

Small, Attached Houses

3-4 Units



Triplex (Stacked)



Fourplex

Large Townhouses

6-8 Units



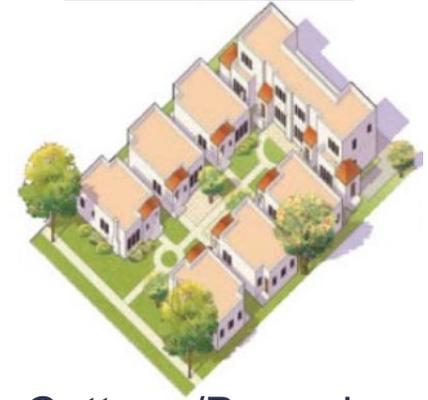
Courtyard Building



Sixplex & Eightplex (Multiplex)

Mansions/Small Apartments

8-12 Units



Cottage/Bungalow Court

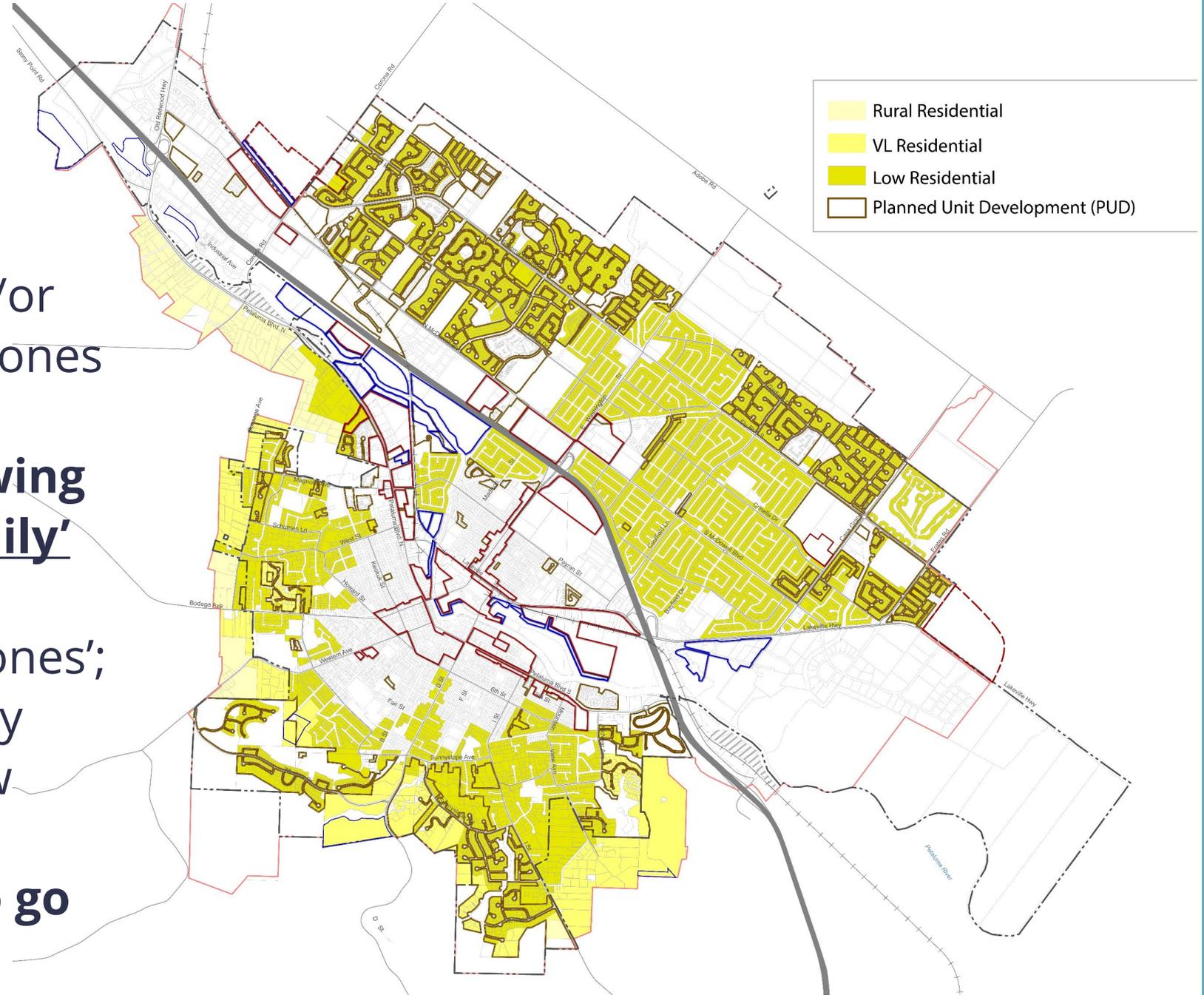


Motorcourt

Clusters of Mostly Detached Houses

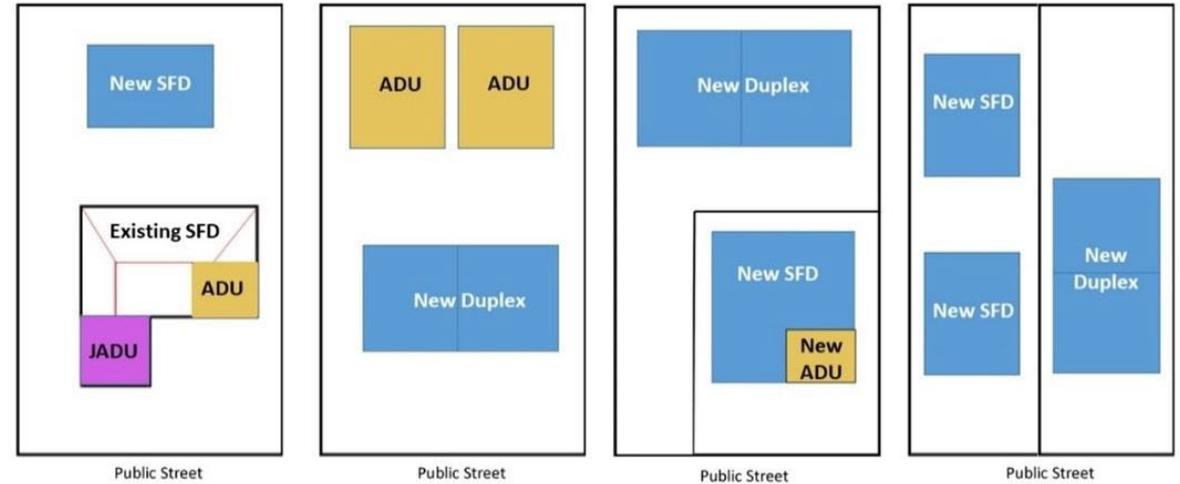
State Law (SB 9)

- Cities must allow by-right approval of duplexes and/or lot splits in single-family zones for projects that meet objective standards, **allowing 4 units on all 'single-family' lots**
- Applies in 'single-family zones'; Rural Residential (RR), Very Low Residential (VLR), Low Density Residential (LDR)
- **Options for Petaluma to go farther**



Limitations of State Law SB-9

- The City must implement SB-9, as it is state law
 - SB-9 allows 4 units per parcel
 - SB-9 focuses on lot splits
- Lot splits can be problematic from a design perspective
 - Access is more challenging
 - Design may be inefficient and ununified
- Petaluma can choose to allow the same number of units as State law does with more flexibility in design (ownership options are unaffected)



Public Policy Questions

- Single-Family Density: Should the City allow more than four units per single-family lot?
- Middle-Density Infill: What strategies and policies should the City employ to facilitate infill of single-family lots with middle-density development?

Non-Residential in Neighborhoods – Goal & Policies

Goal 2 – Residential neighborhoods contain a variety of non-residential uses.

- Policy 2.1: Allow neighborhood-scale commercial and civic uses in residential neighborhoods.
- Policy 2.2: Expand the allowable scope of home occupations in residential neighborhoods.
- Policy 2.3: Redefine live/work and work/live units and the provisions for such housing types to allow greater flexibility in various living and working arrangements.

Public Policy Question

- Land Use Flexibility: Should the City be more flexible with permitted and required uses? (e.g., home occupations, live/work, retail or storefront mandates)

Planning Commission Discussion Questions

Planning Commission Discussion Questions

Land Use Alternatives & 15-Minute Centers

- Does Planning Commission support the **general resilience approach**?
- Does the PC support the broad citywide concept of **de-intensifying certain river-adjacent areas** while intensifying some combination of the core, corridors, and/or centers?
- **Are these the right areas** to bring to the public to consider potential land use designation changes? Are any missing?
- Have we identified the **right 15-Minute Activity Centers**?

For Later Discussion: Neighborhood Evolution

- To what extent should the City allow, incentivize, and/or require vertical mixed-use development?
- Should the City be more flexible with respect to zoning requirements? (e.g., Home Occupations, Live/Work, retail or storefront mandates)
- What strategies and policies should the City employ to support infill of existing single-family lots with middle-density development of up to four units?
- Should the City allow more than four units per single-family lot?