ULI San Francisco

CITY OF PETALUMA

Technical Assistance Panel Report

City of Petaluma, California | SEPTEMBER 17–22, 2020

2 Bryant Street, Suite 300, San Francisco, CA 94105

ON THE COVER: Aerial view of Petaluma, California.
(Robert Campbell, U.S. Army Corps of Engineers Digital Visual Library)

About the Urban Land Institute

The Urban Land Institute is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of shaping the future of the built environment for transformative impact in communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and the Asia Pacific region, with members in 80 countries, including over 2,200 in the ULI San Francisco (ULI SF) district council. ULI San Francisco serves the Greater Bay Area with pragmatic land use expertise and education.

More information is available at uli.org and sf.uli.org.

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Since 1947, the ULI Advisory Services program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for complex land use challenges. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services. National and international panelists are specifically recruited to form a panel of independent and objective volunteer ULI member experts with the skills needed to address the identified land use challenge. The program is designed to help break through obstacles, jump-start conversations, and solve tough challenges that need an outside, independent perspective. Three- and five-day engagements are offered to ensure thorough consideration of relevant topics.

An additional national offering is the project analysis session (PAS) offered at ULI's Fall and Spring Meetings, through which specific land use challenges are evaluated by a panel of volunteer experts selected from ULI's membership. This is a conversational format that lends itself to an open exchange of ideas among diverse industry practitioners with distinct points of view. From the streamlined two-hour session to the "deeper dive" eight-hour session, this intimate conversational format encourages creative thinking and problem solving.

Learn more at americas.uli.org/programs/advisory-services/.

Distinct from Advisory Services, Technical Assistance Panels leverage local expertise through a one-day to four-day process.

ULI Technical Assistance Panel: District Council Programs

The goal of the ULI Advisory Services program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. The ULI San Francisco Technical Assistance Panel (TAP) program has assembled over 33 ULI-member teams in service of ULI's mission to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. Drawing from its local membership base, ULI San Francisco conducts one-day to two-day in-person TAPs or two-day to four-day virtual TAPs offering objective and responsible advice to local decision-makers on a wide variety of land use and real estate issues ranging from site-specific projects to public policy questions. The TAP program is intentionally flexible to provide a customized approach to specific land use and real estate issues. In fulfillment of ULI's mission, this TAP report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

Learn more at sf.uli.org/get-involved/technical-assistance-panels/.

Acknowledgments

On behalf of ULI San Francisco, the panel would like to thank the city of Petaluma, for its work in preparation, support, and coordination leading up to and during the virtual panel.

In addition, the panel would like to recognize the following city of Petaluma staff members for their contribution to this effort:

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Heather Hines
Planning Manager

Christina Paul
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The panel would also like to thank the community leaders, planning staff, and representatives from across the city of Petaluma who shared their perspectives, experiences, and insights with the panel.

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VISITPETALUMA.COM

Downtown Petaluma's SMART station offers local and regional rail and bus connections and the potential for trails and bike routes as well.

PETALUMA ARGUS-COURIER

The Petaluma River winds through the city to San Pablo Bay. Here, a view to the north over the proposed Petaluma River Park toward Downtown.

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CONTEXT

Located in the San Francisco Bay Area's Sonoma County, Petaluma is about 40 miles north of San Francisco and 20 miles south of Santa Rosa. The Petaluma River, U.S. Highway 101, Sonoma-Marin Area Rail Transit (SMART) tracks, an urban growth boundary (UGB), and the hills to the south, west, and northeast of the city are the primary physical features in Petaluma.

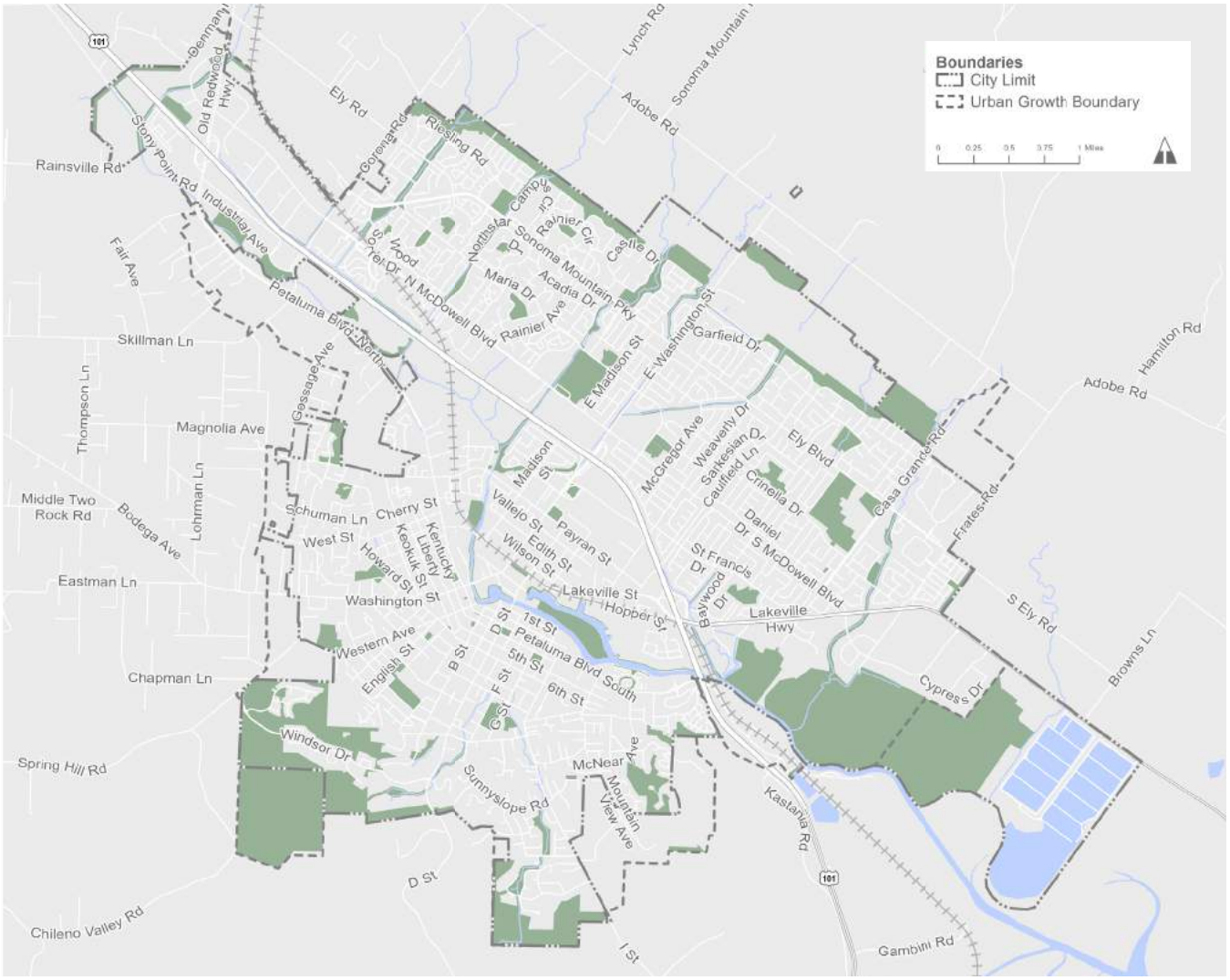
Founded in 1858, Petaluma has a population of about 62,000 and a long history as an agricultural center with a focus on egg, poultry, and dairy production. The distinctive and attractive Downtown has structures dating to 1836 that are memorable and image setting. Downtown is oriented to the Petaluma River and linked to nearby residential neighborhoods, as well as to former river industry sites.

Having grown at a relatively low density with a predominance of single-family housing, the city now seeks to serve housing needs with infill and increased density while holding to ambitious climate protection policies. The city requested the technical assistance panel (TAP) to help the city meet these needs and commitments with a set of policies and best-practice development strategies.

Located in the San Francisco Bay Area's Sonoma County, Petaluma is about 40 miles north of San Francisco and 20 miles south of Santa Rosa.

BESTPLACES.NET

Petaluma, California, in relation to the greater Bay Area.



CITY OF PETALUMA

Petaluma city and urban growth boundary limits.

REDDIT.COM

TRIPADVISOR.COM

Left: Historic Downtown Petaluma. Right: Historic Downtown Petaluma and the Petaluma River.

SONOMACOUNTY.COM

Once a commercial shipping corridor, the Petaluma River is now used mostly for pleasure boating, kayaking, and other recreational activities.

Access and Mobility Options

U.S. Highway 101 runs northwest to southeast and bifurcates the city, which is framed to the south, west, and northeast by hills. The Petaluma River, which also runs northwest to southeast, once was the commercial lifeblood of the city and now is used mostly for recreational purposes. The new SMART commuter-rail service for Marin and Sonoma counties also runs through the city with one station located near Downtown and one planned station in the northwest corner. Commuting to Santa Rosa and into Marin County is significant. Transportation options also include a municipal airport that serves many tourists, and local and regional bus services, along with walking and biking. The city is committed to realizing new housing where sustainable transportation options can be provided.

Planning, Policy, and the Housing Challenge

The city of Petaluma engaged ULI San Francisco to help explore how to facilitate the development of relatively dense infill housing projects, especially affordable housing, within a constrained environment. The city is significantly built out within a designated UGB, and much of the remaining undeveloped land is located in the highly sensitive Petaluma River floodplain, on steeply sloped sites, or in areas highly dependent on vehicles. The city strongly supports essential housing for all Petaluma residents and is fully committed to climate action and resiliency.

California requires the Housing Element of municipal general plans to be updated every eight years and to include strategies to meet regional allocations for housing known as the Regional Housing Needs Allocation (RHNA). The Bay Area is entering into the sixth cycle of Housing

Elements, for which cities must submit data and plans by January 2023. In the Housing Element, cities must plan for a required number of units and affordability levels with a focus on equity. As of the writing of this report during January 2021, the city anticipates a sixth-cycle allocation of 2,000 housing units.[1]

Market-rate development often outstrips RHNA requirements in Petaluma; as is common throughout California, the city produces significantly more than the required number of market-rate housing units but struggles to produce low- and very-low income units. Although Petaluma identified sufficient potential development sites for its RHNA in the fifth cycle, many of the identified parcels have not yet been developed because of challenges such as location in a floodplain, access constraints, cultural resources, lack of funding, and limited availability to transit.

Key factors that affect the housing stock and housing affordability include a predominance of homeownership and high household incomes. Some 66 percent of households are homeowners, and 34 percent are renters, a large percentage of whom are rent-burdened. Petaluma's median home value of $735,543 has increased 4.4 percent since 2019, with a median square-foot price of $428 for homes sold. Petaluma's median income, $79,129, is the second highest among cities in Sonoma County. The poverty rate is estimated at 8 percent of the population.

Petaluma's Affordable Housing Program serves a range of housing needs, including homeless shelters, shared and transitional housing, workforce housing, homeownership, and special needs. Some properties feature 100 percent affordable housing. Developers of residential and mixed-use projects with five or more units are required to provide affordable housing equal to 15 percent of a project's units under the city's inclusionary housing policy, adopted in 2018. Alternatives include donating a portion of the land to a nonprofit that will build the affordable housing or paying an in-lieu-of fee.

General Plan Update

The development of the Housing Element and its associated zoning will likely have a pronounced impact on land use and city policies. The city therefore is planning to update its 2008 General Plan concurrent with preparing its new Housing Element plan.

The city has a Climate Action Commission and a Climate Action Framework guide and has made a clear commitment to a carbon-neutral future through the adoption of a climate emergency resolution.

[1] At the time of the TAP panel's convening in September 2020, the most up-to-date RHNA allocation given to the panel was a range of 1,200 to 3,500 housing units. This range is what the TAP panel considered in their recommendations.

SONOMA COUNTY LIBRARY

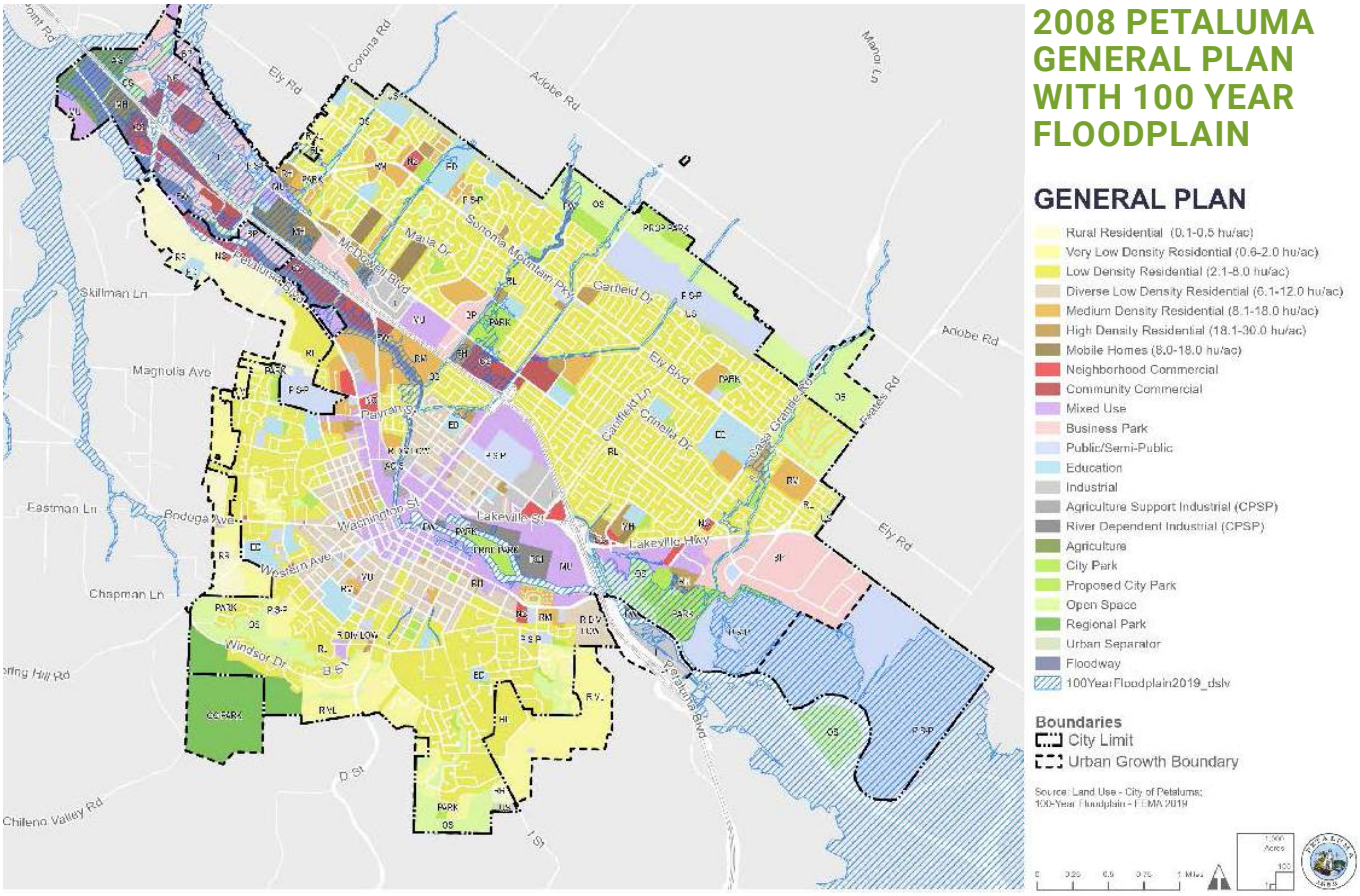
CITY OF PETALUMA

Left and right: Historic Petaluma's working waterfront when the river was the city's front door.

Updating the General Plan will allow the city to develop a comprehensive approach to addressing the climate emergency by planning for multimodal transportation infrastructure, the location and density or intensity of future land uses, travel patterns, building efficiencies, and overarching sustainability.

The 1987 General Plan designated an urban limit line that identified the outer edge of allowable urban development. In 1998, the city adopted its urban growth boundary to concentrate development in existing areas, ensure efficient and compact growth patterns, meet housing needs for all income levels, limit the extent and costs of required city services, protect farms on the outskirts, preserve the city's quality of life and natural environment, and promote stability in long-term planning. The city faces physical constraints in planning for future housing because of the UGB and has asked for a study of a few sites outside the UGB, including one within one-quarter mile of a proposed SMART train station.

The Petaluma River is a key natural feature in the city and presents both opportunities and challenges in planning for housing development that is sensitive to the health of the river and associated floodplain. In the past, the U.S. Army Corps of Engineers excavated and dredged the river leading to the Downtown marina and turning basin to bring in large commercial transport vessels. The river is no longer needed as a commercial transportation route, and more recent dredging has focused on maintaining the river channel for recreational purposes. The city anticipates little dredging by the Army Corps in the future. Issues related to developing within or adjacent to the floodplain include a potential for increased flooding caused by greater frequency and strength of storm events; impacts of anticipated sea-level rise; insurance regulations, limits, and costs; public opposition; and city ordinances and commensurate costs.



The Petaluma General Plan is in the process of being updated.

Existing Plan Context

The area surrounding the Downtown SMART station is governed by the Central Petaluma Specific Plan, the SMART Station Area Master Plan, and the associated form-based SmartCode. The second planned SMART station location is near the western edge of the city at Corona Road and McDowell Boulevard, near the UGB. The city has established Priority Development Areas (PDAs) surrounding both SMART stations. The PDA designation ensures city eligibility for Association of Bay Area Governments (ABAG) and Metropolitan Transportation Commission (MTC) infrastructure funding in these areas, as well as a potential $800,000 in funding for planning in each PDA.

City Goals and Priorities

In 2019, the city initiated an extensive outreach process to identify goals and priorities to focus on over the next two years. The process yielded nine overarching goals and over 150 workplan items to achieve these goals:

- affordable housing;
- infill housing development;
- climate emergency;
- public health;
- equity;
- ecological sustainability;
- new Federal Emergency Management Agency (FEMA) mapping;
- fiscal sustainability; and
- economic strength.

Before the TAP convened, the city had launched initial outreach efforts to update the General Plan, the city's long-term strategic plan, which contains the Housing Element. The TAP's work was intended to inform the General Plan request for proposals (RFP), as well as the plan itself. After updating the General Plan, the city plans to update zoning citywide and develop specific plans for the areas surrounding the existing Downtown SMART station and the planned Corona Road SMART station. The ULI TAP presentation and report will also serve as a resource for the city's goals and priorities document, which focuses on immediate strategic plan action to accomplish larger goals.

In 2015, Petaluma's required RHNA allocation was 745 new units total, including 302 units for low-income households. As of Fall 2020, a total of 923 units of the 2015 RHNA allocation have received development permits, only 31 of which are low-income. An additional 2,122 units are in the planning approval pipeline (267 low-income and 1,833 above market rate). It should be noted that, while these units have been approved, they have not yet reached the construction pipeline and thus are not guaranteed. Overall, Petaluma housing has grown at a rate of about 260 units per year since 2015. Many of the sites identified in the current Housing Element have been developed.

The city's current goal is to develop denser infill housing that is environmentally responsible, is close to transit, and includes a range of affordability that meets the essential housing needs of Petaluma residents. In recent years developers, citing feasibility issues, have been reluctant to develop projects with increased densities or increased building heights despite staff, decision-maker, and community encouragement.

Petaluma has seen significant interest in accessory dwelling unit (ADU) development. The city issued about 100 permits for ADUs between 2014 and 2019. The majority of ADU development has been in the western part of the city. The eastern part of the city is characterized by many planned unit developments (PUDs), where ADUs often were not allowed until the passage of recent state legislation.

Petaluma's housing has grown at a rate of about 260 units per year since 2015.

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More bridges that accommodate pedestrians and bikes would help connect open space along the river with more housing and Downtown attractions.

THE PETALUMA ARGUS-COURIER

An urban growth boundary and hills to the south, west, and northeast are primary physical features that define urban development in Petaluma.

TAP ASSIGNMENT, PANEL, AND PROCESS

The city sought TAP recommendations on locations and approaches for facilitating denser housing development to meet its anticipated RHNA allocation within the constraints of identified sites, environmental and climate resilience considerations, the financial viability of housing development, and the urban growth boundary.

The TAP's primary goal was to recommend infill sites for developing 1,200 to 3,500 housing units across all income levels to comply with state housing requirements. The panel also was asked to develop recommendations for selected sites to become more compact, walkable, and livable districts with greater height and density to increase the use of transit and multimodal transportation and to respond to the need for climate resilience.

In highlighting sites where the TAP might consider the feasibility of denser housing construction, the city sought to encourage innovative thinking in areas such as ownership, capacity, funding sources, and entitlement expectations to realize the benefits of density. The city then could apply those typologies in future planning for the most feasible locations, encouraging both for-rent and for-sale housing development. The city noted it will be considering distributed models such as ADUs and small multifamily infill to fulfill some part of its housing goals.

The TAP panel of Bay Area real estate professionals who brought a wide range of perspectives to their assignment included an urban planner, architect, landscape architect, transit-oriented development (TOD) specialist, and housing developers with experience in market-rate and affordable multifamily residential and mixed-use projects. The TAP panelists brought a variety of skill sets and disciplines and important design, development, and environmental perspectives that informed what they called a "toolkit" of physical, policy, and financial elements that Petaluma can use to plan for new housing. All sessions for the Petaluma TAP were held virtually because of the COVID-19 pandemic.

Panel Assignment Questions

The panelists were asked to respond to the following questions:

1. Considering the wide variety of potential housing sites the city has identified, the TAP will focus on the most promising typologies and use those key examples for illustration of its recommendations. Which raw land and redevelopment sites should be considered? Which opportunities for mixed-use development would the panel identify?

2. Based on the findings of Question 1, what financial, zoning, and policy incentives can Petaluma offer to encourage more dense development with affordable housing, especially near transit nodes and particularly as allowed by the Downtown SmartCode, or a similar code that could be adopted near the Corona Road station?

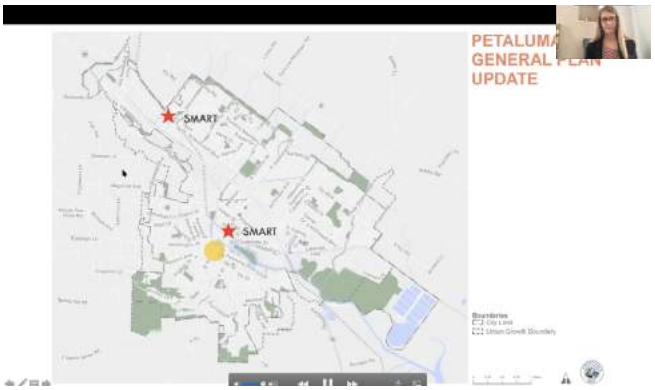
3. What are some ways the city might assure mitigation of negative impacts in the floodplain, particularly in already developed areas? Might some of that mitigation be provided by the design of sustainable structures with positive benefits?

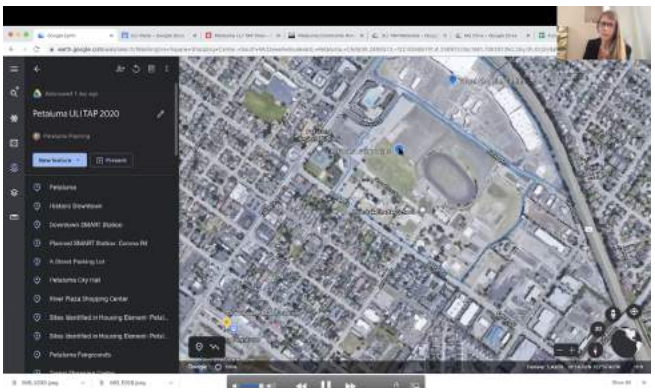
Panel Process

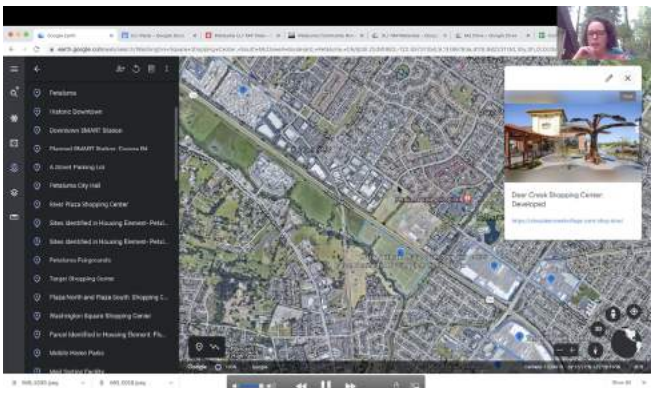
The panelists reviewed a briefing book of background information compiled by city staff that provided context on land use and demographics, market conditions, development history, governmental structure, mapping and data visualization, and potential sites to study for housing opportunities.

What We Saw: Site Tour

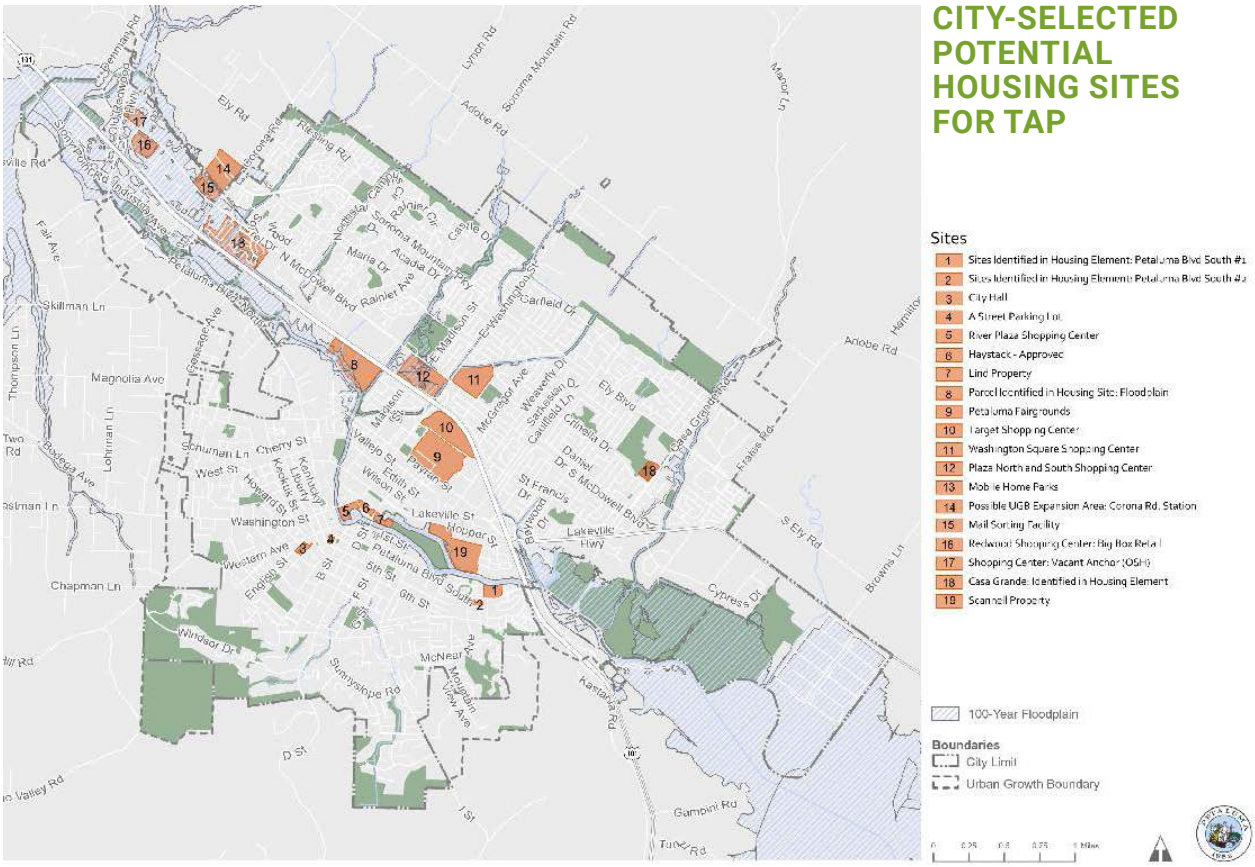
The TAP process kicked off with a virtual tour of Petaluma and 19 sample sites the city identified, at ULI's request, that the panel could examine for the potential to build higher-density housing. Most of the sites have designated land use and zoning conducive to residential development. The city's goal in identifying these sites was to provide a variety of site and development typologies and constraints for the panel to consider and provide feedback on and were not intended for inclusion as building sites in the upcoming General Plan. Some have been approved or are in the entitlement process and were identified for the panel to consider for lessons learned and broad strategies that might guide these and other sites to contribute to citywide goals.







The TAP process began with a virtual site tour led by city staff.



City-selected potential housing sites for TAP.

Potential Housing Sites

Identified sites are distributed across a range of geographic areas. The city selected sites using the following criteria:

Priority Development Areas. Petaluma has two PDAs, each surrounding a SMART station. PDAs are eligible for infrastructure funding and planning grants from the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC). PDAs are prioritized for development because of their proximity to transit and the potential need for infrastructure funding and detailed planning. The majority of identified sites are within a PDA.

City-owned properties. The city is a willing partner in affordable housing development, much of which is not financially feasible without a donation of land. These include:

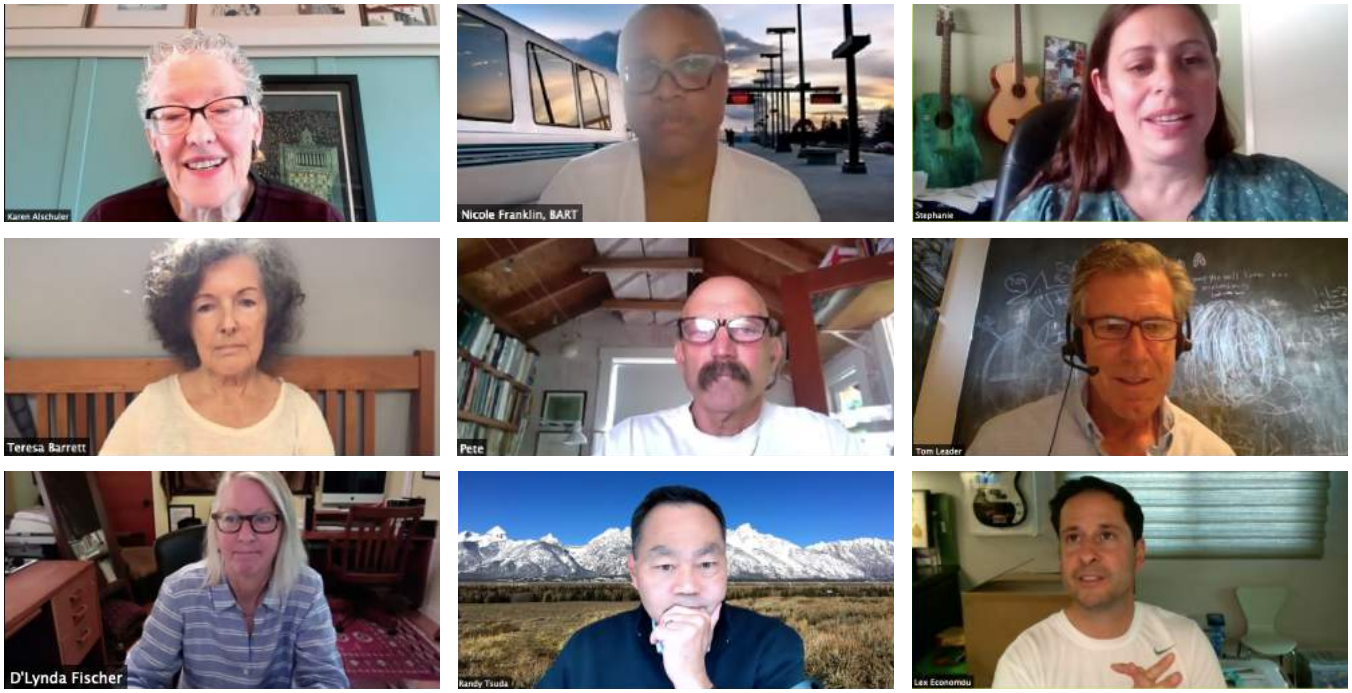
- City Hall (3)
- Petaluma Fairgrounds (9)
- A street parking lot (4)

Parcels identified for development in the 2015 Housing Element. Many of the parcels identified in the 2015 Housing Element have been developed or are in the entitlement process. Many of the undeveloped parcels face significant challenges to development because of lack of access, funding, steep slopes, high vehicle miles traveled (VMT) impacts to development, and other issues. These sites include the following:

- Johnson property (8)
- Petaluma Boulevard South #1 (1)
- River Plaza Shopping Center (5)
- Lind property (7)
- Haystack mixed-use project (6)
- Casa Grande High School surplus (18)

STAKEHOLDER INTERVIEWS

City staff invited a diverse group of stakeholders for the TAP to interview to help the panelists learn about what residents, business owners, and others wished to see in the development of new housing. Stakeholders included representatives of community groups focused on environmental, equity, and development issues, City Council members, health and social services providers, developers, property owners, real estate agents, local business owners, and urban designers, planners, and engineers. They provided critical perspectives on what people who live and work in Petaluma value about life in the city and the challenges and opportunities of the city's zoning and urban form, development process, business climate, natural environment, and community engagement.



Who We Heard From: Stakeholder Interviews

Acclaim Companies
Basin Street Properties
Blacks for Community Development
City Council members
Committee on the Shelterless
Common Sense Design
Downtown Association
Friends of the Petaluma River
Housing Land Trust of Sonoma County
Keegan Coppin
Know Before You Grow
Merlone Geier
Petaluma People Services
The Spanos Corporation
Steven J Lafranchi & Associates Inc.

What the Panel Heard: Major Themes

While stakeholders expressed diverse opinions, recurring themes emerged in their conversations with panelists:

Community Pride: Petalumans take great pride in their community and its unique characteristics. They consider the historic Downtown a gem that increasingly has become a tourist destination. Petaluma's key natural feature, the Petaluma River, presents a significant opportunity to enhance the community while addressing flooding and sea-level rise.

Development Review Process: The development review process is lengthy, complex, and costly. The time required and difficulty of obtaining permits add to project costs, render some housing proposals infeasible, and limit developer interest in undertaking housing projects. Two affordable housing projects that effectively used the state-mandated SB 35 streamlined approval process are evidence that the review process can occur expediently when necessary.

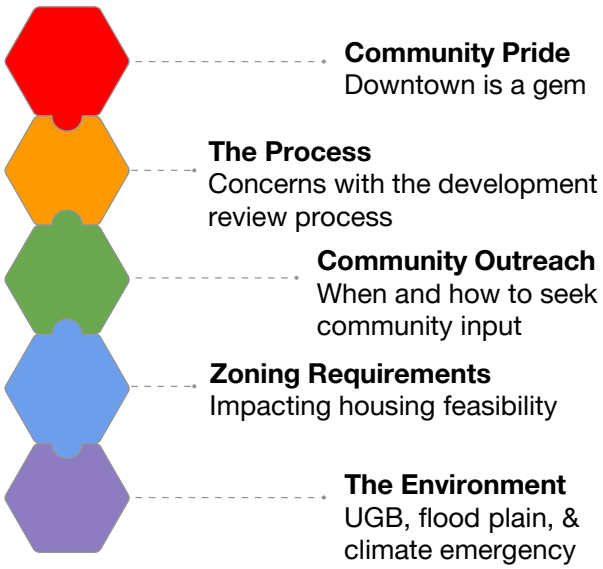
Community Outreach: Community outreach on development-related issues is insufficient or ineffective. The community's expressed desire for more housing and its frequent objections to new housing are inconsistent. Both issues point to a need for the city to review the development process in its entirety, including when and how to engage in community outreach. More education and outreach are needed to counter NIMBY ("not in my backyard") objections and to link climate resilience with compact, walkable, and transit-linked infill development.

Zoning Requirements: The city needs to review zoning requirements to allow greater flexibility in Downtown uses and along major streets so development can react to changing market conditions. The city's emphasis on retail has produced an oversupply of retail space. The ground-floor retail requirement in the core of the city reduces housing production by making projects less financially feasible to build.

Environment: Key environment-related issues include the UGB, the floodplain, and the city's leadership in addressing climate change. The UGB is supported as a means to preserve the rural character surrounding the city by limiting sprawl and encouraging compact and walkable development. The city has shown leadership by adopting the Climate Emergency Resolution and developing the Climate Emergency Action Framework. Issues that should be addressed in the Climate Action Framework include environmental injustice, equitable access to business opportunities, and avoidance of development in the floodplain.

Major Themes

Conversation with stakeholders



PANEL RECOMMENDATIONS

In a joint meeting of the Petaluma City Council and the Petaluma Planning Commission, the TAP panelists presented the panel's findings, discussed its responses to the TAP questions, and offered recommendations and strategies. This report captures the panel's presentation and will be used as a resource to inform discussions on the General Plan and Housing Element updates.

PANEL RECOMMENDATIONS

Development Realities & Production Strategies

On the basis of background research, the sites tour, stakeholder interviews, and working sessions, the panel made the following high-level suggestions for planning more housing in Petaluma.

Align Expectations with Petaluma's Development Realities

The panel recommends assessing the conditions that led to the city's difficulties in producing greater density with more housing, especially affordable housing, and developing a plan for dealing with these realities. Many stakeholders paired the need to preserve the UGB with infill of underused sites to create denser and more walkable mixed-use development.

The panel recommends adjusting zoning requirements to create greater flexibility for land uses including housing, particularly in the city core and along major streets. Many stakeholders said the city has too much retail, and empty ground-floor storefronts in residential buildings are a problem. Required retail in mixed-use projects is stalling the development of housing. Flexible uses, such as live/work spaces, could be required to provide more housing and activate ground-floor development along major streets.

Another key issue is the high cost of construction in the Bay Area and the comparatively low rents developers or property owners can charge—what the market will

bear—for housing in Petaluma. Development feasibility is driving the housing product type, and the results are lower-density development and very few affordable units. Multiple stakeholders said the city's inclusionary housing ordinance limits flexibility in housing development.

The panel recommends that a feasibility study be conducted on impact fees. Multiple stakeholders noted that Petaluma's impact fees constitute a larger percentage of project budgets compared with other cities in the region.

The entitlement process is lengthy, onerous, and costly, creating a lack of transparency and certainty around obtaining project approvals. This process, which can take as long as four or six years from proposal to entitlement, means that some projects ultimately become too expensive to build. Two affordable housing projects have been approved through the SB 35 permit-ready process created by the state, showing that the city can move through the entitlement process quickly if necessary.

Stakeholders also cited concerns about traffic and lack of parking. Parking at the required minimum is often cost-prohibitive for housing projects. Panel members noted that some cities have instituted parking maximums for residential and mixed-use projects to reduce costs and to encourage other transportation modes or have eliminated parking requirements altogether.

Create Citywide Strategies to Increase Housing Production

Citywide strategies to provide greater predictability for project approval, planning and development flexibility, and financial feasibility would help produce more housing. One strategy would be to provide greater certainty in the development process by adopting objective standards for project approval, and where objectives are met, allow ministerial approvals using these fixed standards.[2]

Another strategy would be to create a mixed-use zoning designation to allow greater flexibility in developing sites that provide housing along with work spaces and daily services. These mixed-use zones could eliminate parking minimums to reduce the cost of providing infrastructure and to encourage the use of transit as well as walking and biking. Flexible floor/area ratios and mixed-used designations could allow developers to see what makes sense for a site. In establishing desired densities for redevelopment areas, consider the financial feasibility of building different housing types, including per-square-foot cost to build denser multistory apartment buildings, stacked flats, and live/work units, as well as townhouses and single-family homes.

The city needs affordable housing by design. Market-rate homes built in recent years typically have been larger—encompassing 2,000 square feet or more. The city needs smaller units, including some as small as 500 square feet. The zoning code, however, does not encourage smaller housing options. Consider a specific plan that sets objective standards and allows by-right development that could be approved at an administrative level when developers meet those standards. A tiered fee structure would allow for smaller units and denser development.

Consider expanding by-right inclusionary housing options to provide greater flexibility without requiring developers to go through a discretionary approval process. Expand support for state-mandated streamlining bringing greater flexibility to by-right inclusionary housing options for developers. Examples include building off-site affordable units and acquiring and preserving existing affordable housing. Explore innovative financing strategies to increase production of permanently affordable housing.

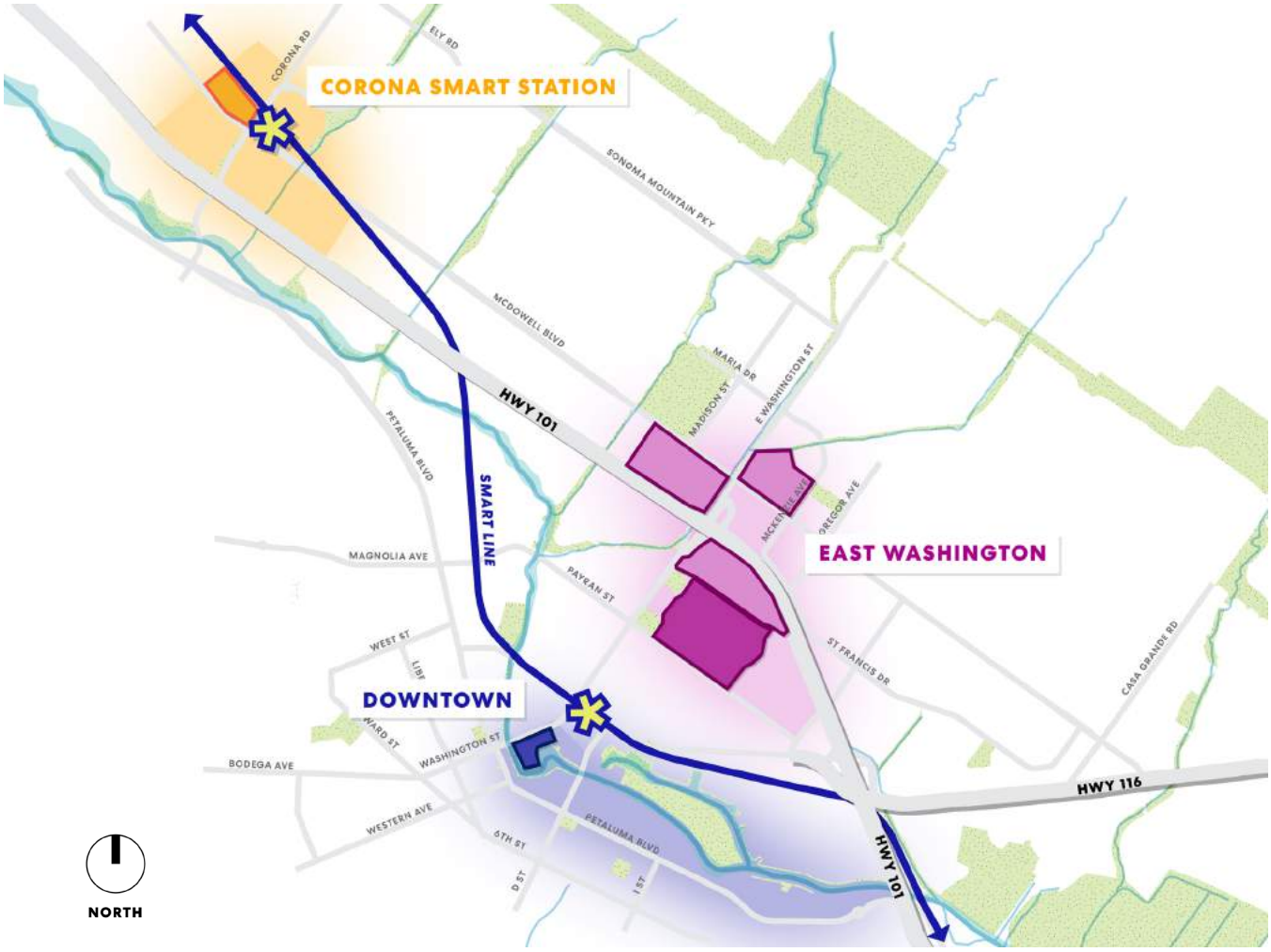
[2] As of the writing of this report in January 2021, the city of Petaluma is in the process of developing these objective standards.

Three Key Districts

Plan and Develop Housing in Three Key City Districts That Demonstrate the Most Potential for the Type of Development Petaluma Seeks

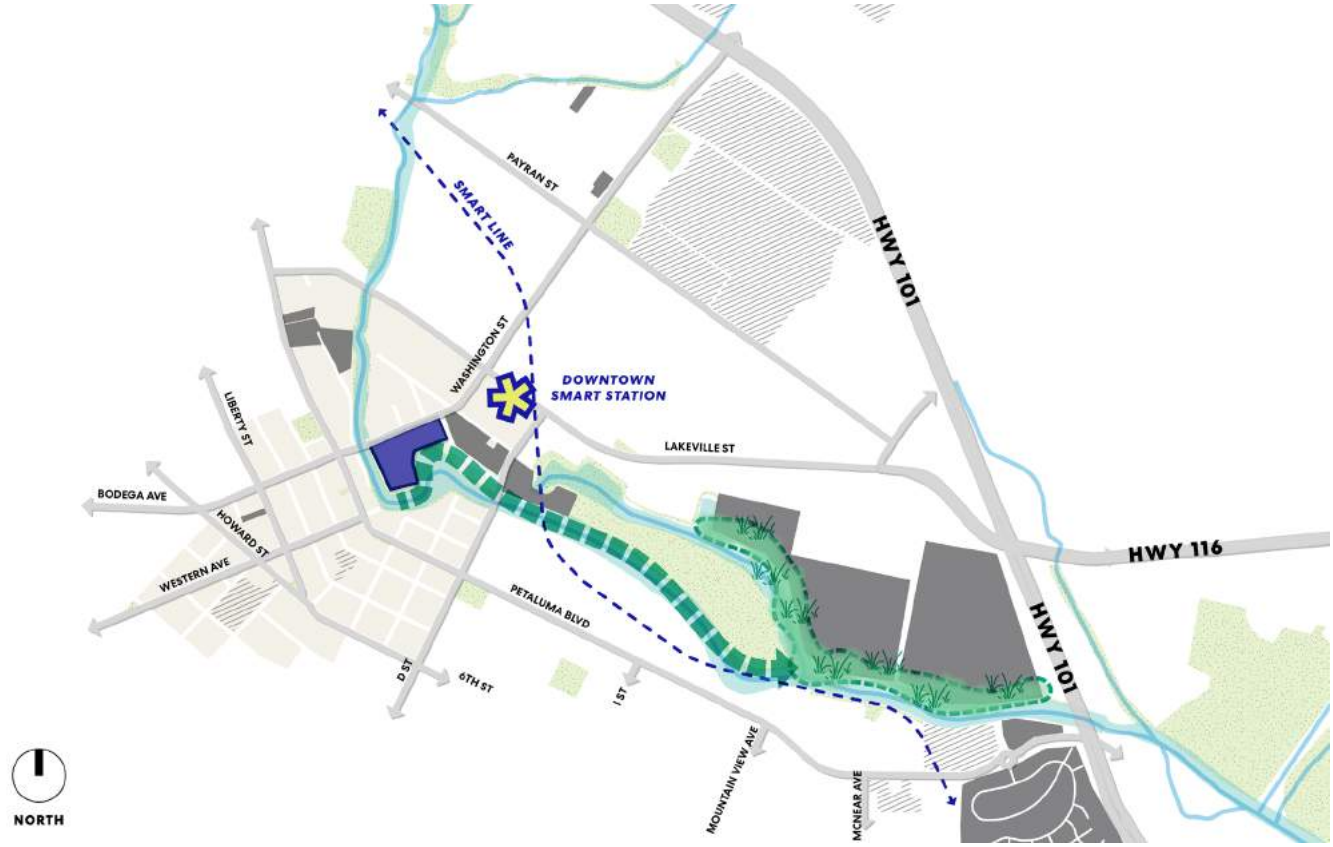
These three areas—**Downtown, East Washington, and Corona SMART Station**—taken together have the potential to accommodate as many as 3,500 housing units and other uses in the future. All areas are within walking and biking distance of current and future rail stations. All three offer leadership possibilities for environmental resilience in planning, infrastructure, and operations. They also provide valuable best-practice possibilities for using a creative mix of physical, financial, and policy tools that could be applied in multiple locations across the city.

Focus on planning and developing these three districts with housing types tailored to individual sites as well as to each district to achieve target housing numbers, using strategies to attract the best development partners and establish paths to climate leadership.



ULI SF TAP PANEL

The three key districts identified: Downtown, East Washington, and Corona Street Station.



The Downtown district.

DOWNTOWN: Great Address on the River

The historic Downtown area along Petaluma Boulevard and the residential blocks around Fourth Street are a large part of Petaluma's identity and the biggest draw for visitors. Today the river tends to be more of a back door to Downtown, but for many years, the reverse was true. Commerce was centered on the river and its docks, railroad tracks, and warehouses. Over time river traffic decreased, the primary transportation mode became vehicles, and the river transportation infrastructure was removed or converted for other uses.

The opportunity for Downtown now is to develop more housing that can benefit from a revival of the river as a key urban open space that connects people to nature and to each other. One key focus would be to restore the river as Petaluma's "front door" so the river could once again become Petaluma's social and ecological lifeblood and a major part of its identity. The river could be regenerated as a rich ecological corridor right in the center of the city. Reshaping the topography of the banks and adjacent flood terraces could anchor the city's sea-level-rise mitigation measures. Expanding flood capacity and wetland ecology and habitat could help deliver some first credentials for the city's climate action and coastal resilience plans.

Petaluma would benefit from creating a new "blue-green" identity for Downtown. The river itself could be enhanced as an open-space corridor with recreational opportunities such as a new riverfront loop trail and docks or boardwalks from which to launch inner tubes, paddleboards, or kayaks. A large-scale project like a riverfront park that extends from the turning basin to Highway 101 along both shorelines could transform both the riverfront and Downtown.

In November 2020, 20 acres on the northern end of the McNear Peninsula were purchased by the Petaluma River Park Foundation for the development of the Petaluma River Park.

Focus on how to bring people to the river through continuous public access on both sides. Parcels 5, 6, 7, and 19 show the most promise for benefitting from the new value created by continuous open space and a restored ecosystem, as well as places for new housing, retail, cafés, concessions, and other services. Downtown lacks a large central gathering space, and the turning basin could be redeveloped as public space with placemaking that references its access to open space that includes both land and water.

Redevelopment must be of the highest quality, with signature architecture and enhancement of amenities such as riverfront-oriented food and beverage venues and river-oriented activities and retail. Develop housing at a minimum of 40 dwelling units per acre, and to expedite less costly development, minimize concrete construction in favor of wood-frame construction. Right-size the commercial space and orient it to face the water. Make the site more porous with enhanced pedestrian links to Downtown. Celebrate the link that a new riverfront park, trails, and amenities will create between Petaluma's east and west sides. Consider creating a parking reservoir to meet residential and retail parking requirements. A public/private partnership could lessen the financial burden such a

PROMINENCE OF THE PETALUMA RIVER

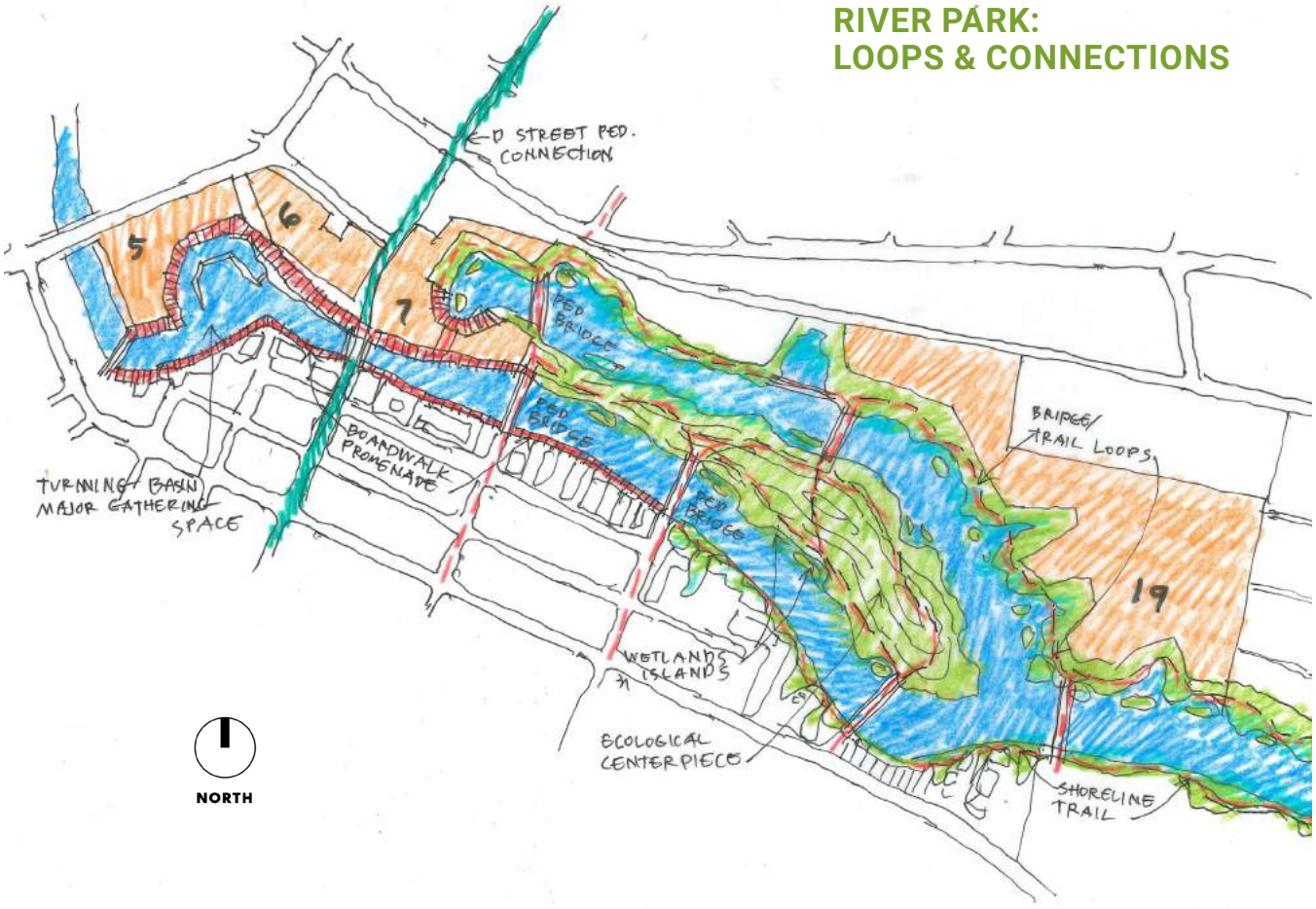
ULI SF TAP PANEL

Looking southeast over the proposed Petaluma River Park to Baylands.

parking structure could place on private development.

The panel highlighted five recommendations for a new blue-green identity for Petaluma:

1. Create looped connections with trails and bridges. Bring people to the river corridor by creating continuous public access with green and open spaces along both sides of the river. Introduce trails and bridges that offer connections to Downtown and other districts and knit the east and west parts of the city together. Build pedestrian bridges for people to cross over the river and a series of loop trails encircling the riverfront park. Address opportunities the city needs to take advantage of soon, or they will be lost, such as turning the old railroad trestle into a boardwalk that connects the riverfront along the urban sections. Working with the natural topography will be key to creating places for people to access the river comfortably and in compliance with the Americans with Disabilities Act (ADA). Incorporate these Downtown riverfront specifics in the city's river and bike/pedestrian planning.

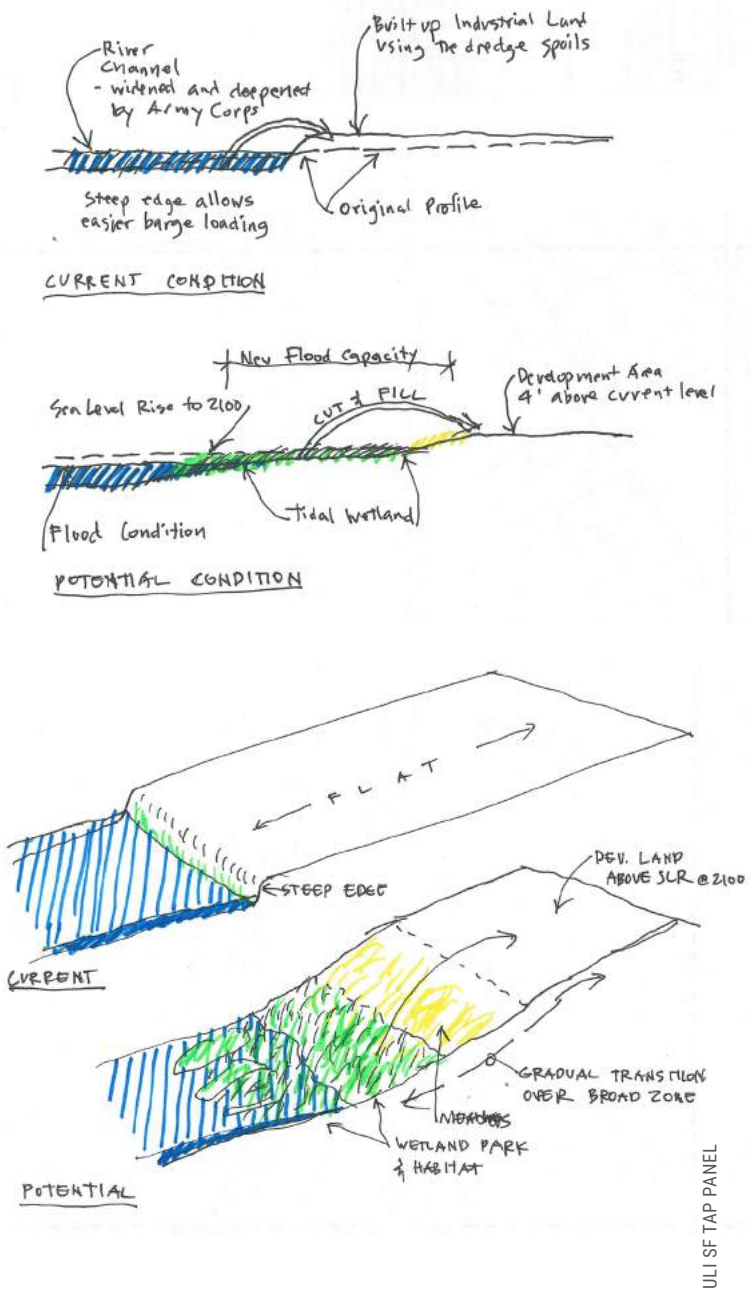


The River Park with loop trails, bridges, and boardwalks could link new open space on both sides of the Petaluma River to Downtown and other districts.

2. Restore river-edge topography by recovering the original tidal estuary. The city could take steps to restore the river-edge topography and ecosystem to protect against sea-level rise. This would involve lowering sections of historically built-up banks to create more flood capacity and new wetlands. The bank material could be used to raise buildable zones further from the river shoreline that are elevated out of the floodplain. This could produce a new ecological open-space zone that stretches the whole length of the river, from Downtown to the bay. The original tidal estuary then could be restored with a rich ecosystem of highly functional wildlife habitat, including native plants and trees.

This new open space would be identified as a major urban open-space initiative and an essential first step in the city's Climate Action Plan. Funds leveraged from new housing projects will not provide sufficient capital to build this park in the next 10 to 15 years. The city would need to create a powerful overall vision and a capital campaign that reaches out to a wide range of potential funding sources. These could include federal, state, regional, and county agencies that could seek worthy resiliency projects to support in the coming years.

RESHAPED RIVER EDGE TOPOGRAPHY AND ECOSYSTEM



ULI SF TAP PANEL

PRECEDENTS: TURNING BASIN SCALE TO BAYLANDS SCALE

PWL PARTNERSHIP

PWL PARTNERSHIP

Left and right: Vancouver Waterfront Master Plan and Park, Vancouver, Washington: Urban living room on the water.

PRECEDENTS: RIVER SCALE

MAYER REED

MAYER REED

Left and right: Old Mill District, Bend, Oregon: The value of river-edge trails and water as recreation space.

PRECEDENTS: BAYLANDS SCALE

CALIFORNIA DEPARTMENT OF FISH AND WILDLIFE

TURENSCAPE LANDSCAPE ARCHITECTURE

Left: Elkhorn Slough, California. Right: Wetland regeneration.

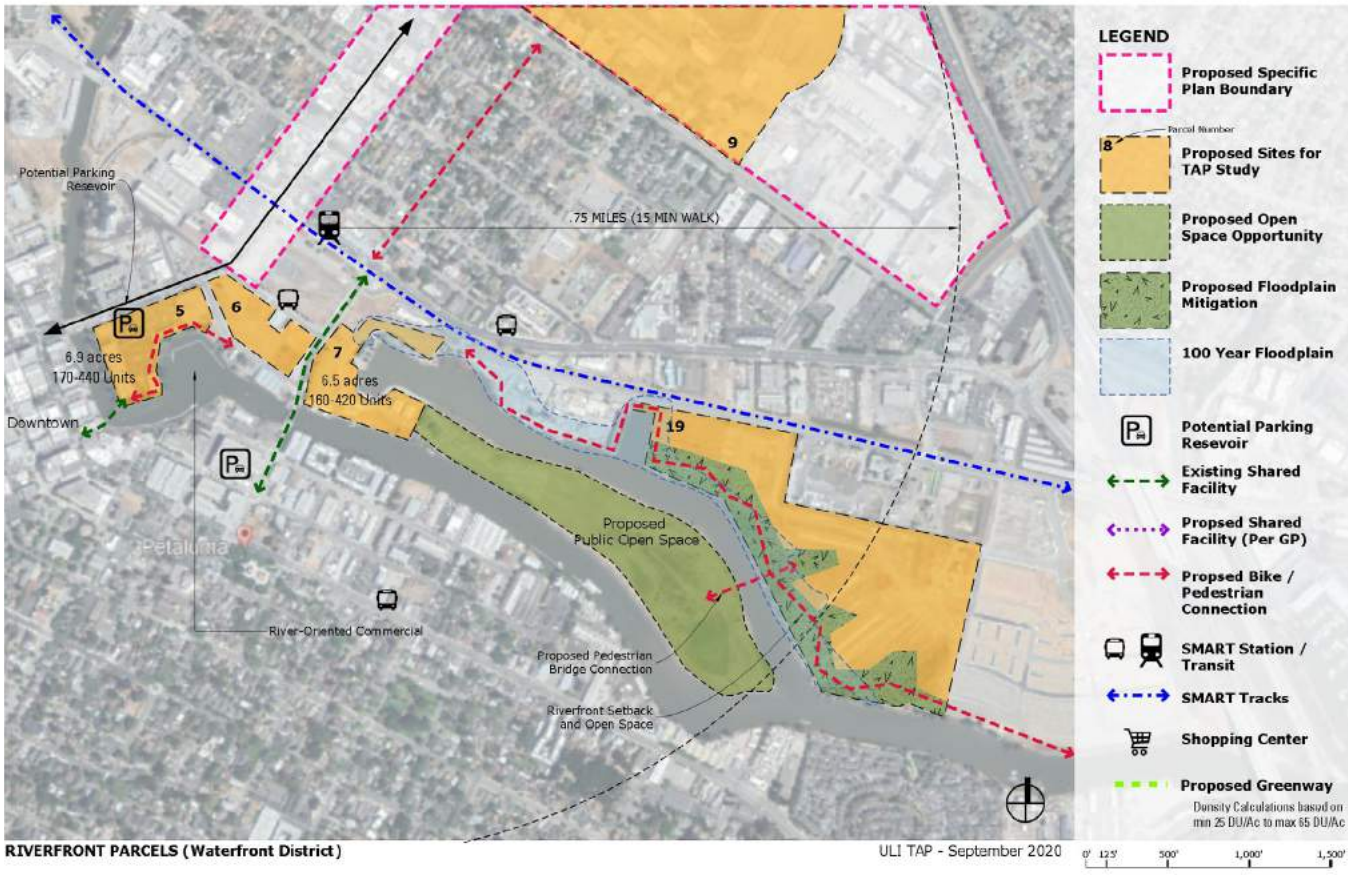
3. Address the river in the Downtown district. The redeveloped riverfront would need the turning basin to be a strong hub that ties Downtown and the river together. Such a transformation could provide a needed catalyst and significant public visibility. The River Plaza Shopping Center site has a prime location at the turning basin and, along with the existing footbridge, creates an excellent opportunity for a river-oriented commercial and public-realm center of gravity, as well as lively, dense, and compact housing adjacent to Downtown and the SMART station.

4. Redevelop the River Plaza Shopping Center site for housing and mixed uses. The River Plaza Shopping Center (Site 5) next to the river could become a Downtown housing development that demonstrates best practices and takes full advantage of waterfront-oriented uses, amenities, new water transportation and recreation, and the potential public benefits of private development. This parcel could provide the opportunity to strongly connect both sides of the river and encourage more river-oriented mixed-use development in the future.

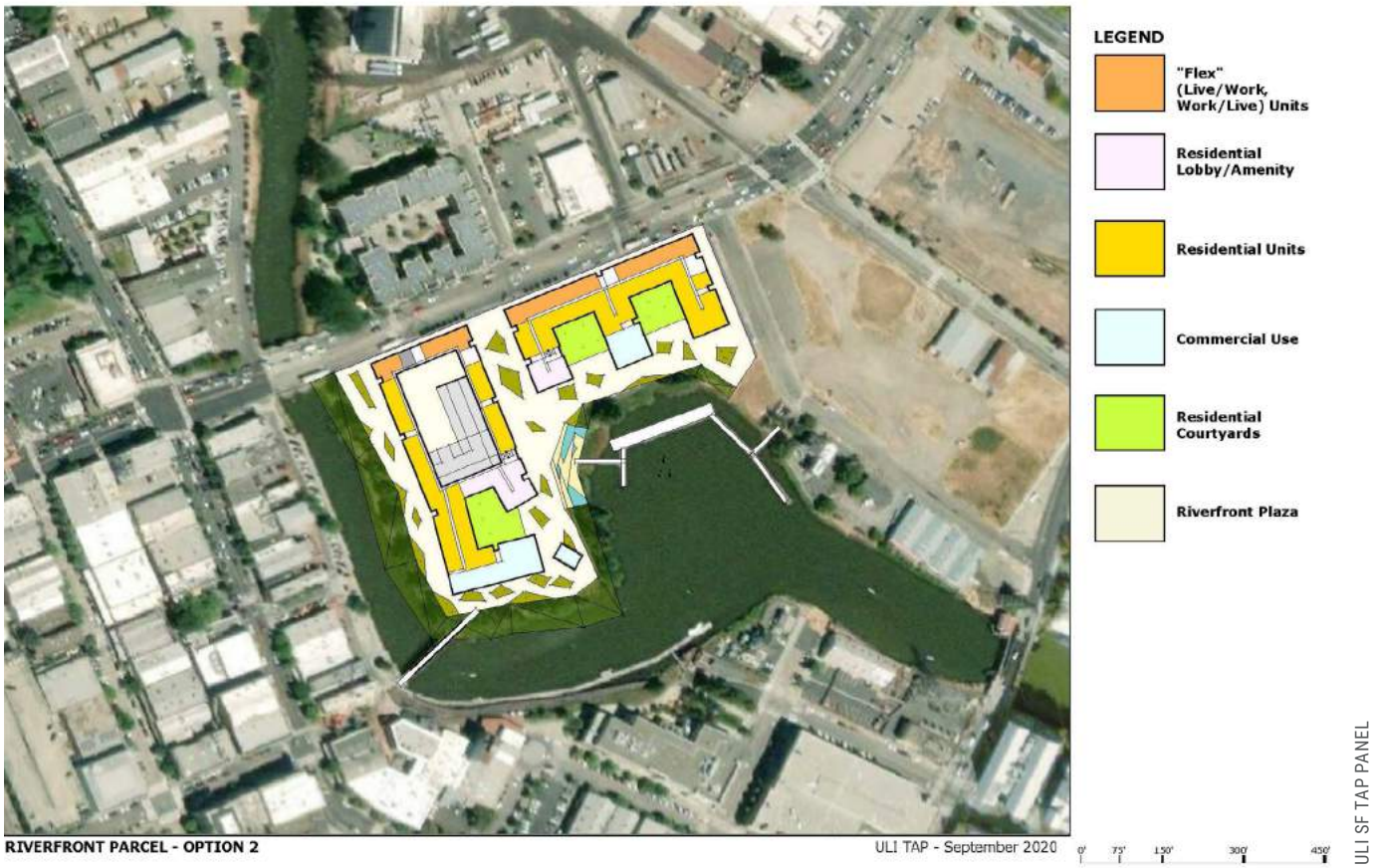
The redevelopment scenario envisions a slight modification to the detailed proposal contained in the SMART Station Area Master Plan and the associated form-based SmartCode, some of whose requirements may present obstacles to near-term development. This scenario achieves the maximum public benefit for housing while acknowledging some of the realities of construction costs and feasibility.

Key strategies include:

- Right-size commercial development and orient it to face the waterfront.



Several riverfront sites show potential for integrating housing with open space next to Downtown.



A potential mixed-use development opportunity at a Riverfront parcel.

- Create policies that will minimize or eliminate costly concrete construction that is the result of vertical mixed-use zoning. Such policies will likely reduce hard construction costs, thus making residential development more viable.
- Maintain pedestrian links with porous site design that provides multiple public access points along the river.
- Consider one or more commercial pavilions along the riverfront to introduce a hierarchy of architectural elements in the public realm.
- Consider a parking reservoir rather than conventional parking, as well as creative ways to finance shared parking.

5. Develop work/live and live/work flex space.
Ground-floor commercial space is increasingly difficult to lease, and inflexible requirements can be a disincentive to development. Consider allowing ground-floor flex space in underused commercial space on East Washington to provide maker spaces, live/work units, or ADUs that would activate a 24/7 residential zone and accommodate potential retail in the future if markets improve. Concentrate on the principles of good ground-floor urban design, such as abundant transparency with windows and doors, additional ceiling height, and flexible interior spaces, to accommodate active living now and leasable commercial uses later.

BAR ARCHITECTS

Flex spaces in new development allow for housing and future commercial uses.

PERKINS AND WILL

Live/work spaces such as this one at 100 Hooper Street in San Francisco concentrate on the principles of good ground-floor urban design--transparency with windows and doors, additional ceiling height, and flexible interior spaces.

JHP ARCHITECTURE/URBAN DESIGN AND ULI URBAN LAND MAGAZINE

PERKINS AND WILL

Left: Solid materials, tall ceilings, frequent pilasters, divided glazing systems, special light fixtures, and a covered facade articulate spaces that can be either retail or residential. Right: Flexible ground-floor design allows community-serving uses such as clinics or workout spaces awaiting enough market for retail uses.

PERKINS AND WILL

PERKINS AND WILL

Left: Chophouse Row in Seattle, Washington is a historic auto row building redeveloped with a new steel and concrete loft office building. It includes flexible ground-floor spaces on a pedestrian alley and courtyard that feature local food, beverage, and retail options. Right: Housing in the Hammarby Sjostad area of Stockholm, Sweden. It illustrates a good scale for Downtown Petaluma and demonstrates an affordable wood construction strategy providing shared neighborhood parking nearby.

ULI SF TAP PANEL

East Washington district.

EAST WASHINGTON: Mixed-Use District

The panel sees tremendous potential in the East Washington district. New housing in multiple mixed-use neighborhoods with shared and networked open space and easy walking, biking, and transit links to retail and services would add to Petaluma's character. Pedestrian, bike, and greenway connections can provide a sorely needed, safe, and highly used connection for city neighborhoods now divided by Highway 101. Through planning, zoning, excellent design, and innovative financing, the city could enable the East Washington district to transition from a low-density car-oriented suburban area into a denser, walkable, and housing and amenity-rich district. Reimagining this district would start with zoning changes that allow a range of land uses and greater densities across the sites and adjacent areas.

Shopping centers are in the process of significant transformation as purchasing patterns evolve. One way to think of the large shopping centers in this district, especially those that are struggling, is to treat them as "land banks"—reservoirs of land located near the urban core that offer opportunities to create new mixed-use communities with horizontal and eventually vertical mixed-use buildings. Though such a shift in land uses and development types for this district could be complicated given the diversity and nature of long-term commercial leases, the potential to develop at greater densities could provide sufficient motivation for developers to take on the challenge.

In addition to large, privately owned and underused sites such as shopping malls, publicly owned sites such as

the Fairgrounds offer the opportunity to leverage the value of the land to help pay for public benefits such as affordable housing and associated infrastructure. Given the significant size of some sites under consideration in this district, the city could consider introducing large-scale efforts, such as district energy or flood control for sustainability and resilience, as part of any rezoning effort.

Financing tools will be key to success. Although the state no longer grants jurisdictions certain redevelopment powers under redevelopment law, a number of public finance tools are still available that could be used to capture future increased land value to pay for new infrastructure and affordable housing. A tax-increment financing structure could be achieved through both infrastructure finance districts (IFDs) and the creation of Affordable Housing Authorities, which recently were authorized through Assembly Bills 1598 and 2035.

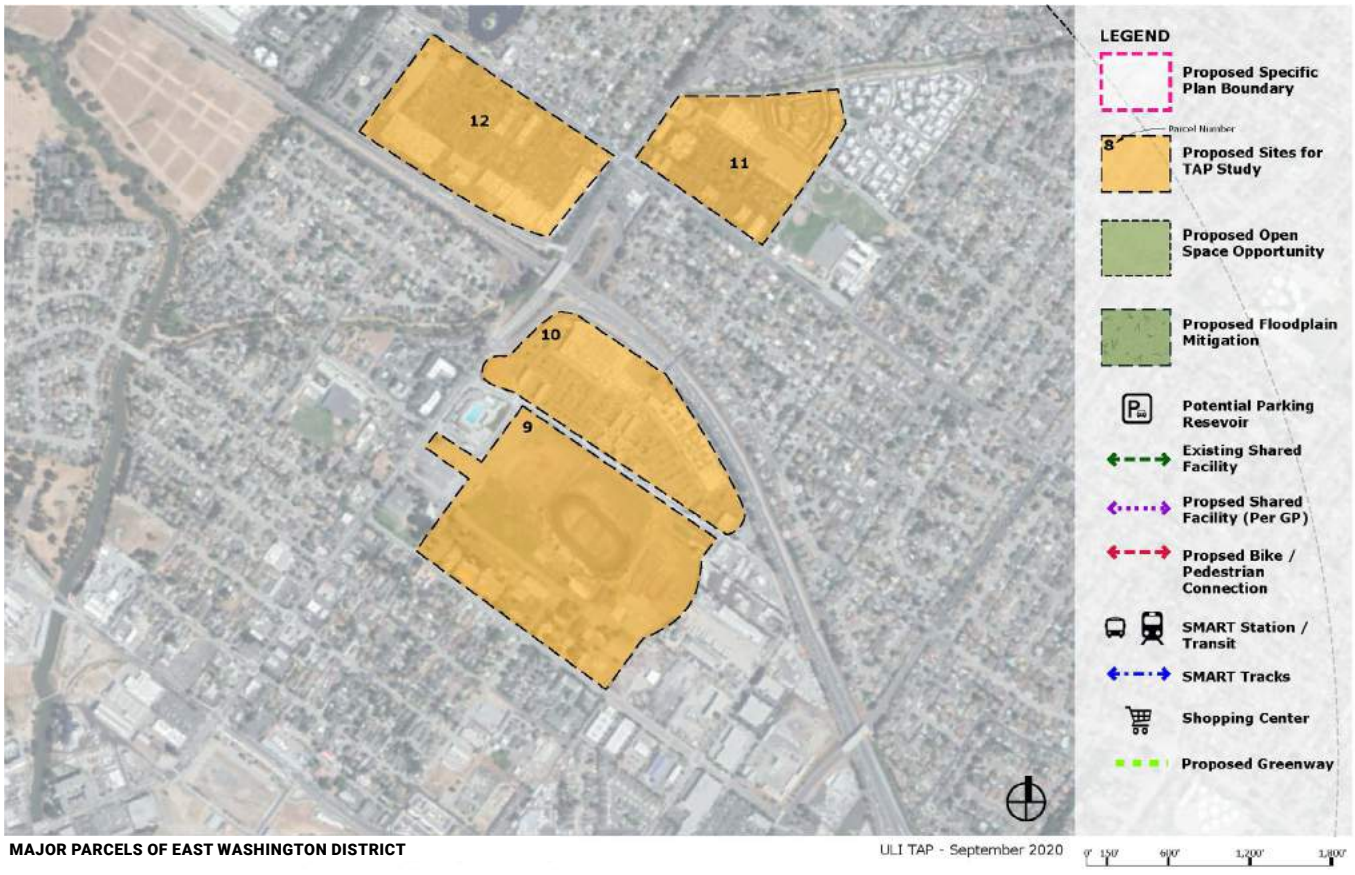
The planning framework for the East Washington district also could include public realm improvements along public ways to create stronger bike and pedestrian connections to Downtown. A multiuse path along Washington Street with a bridge across the highway would improve connectivity to Downtown and between the east and west hemispheres of the city. Natural connectors to Downtown along Washington Creek and Lynch Creek could make more room for creek water and natural stormwater management. Consider adjusting the topography by lowering some areas and raising the level of the land for housing. Introduce a rustic nature trail in places where the land levels can be lowered, making visible the site's connection to the creek, river, and bay.

SF BUSINESS TIMES AND PYATOK/VAN METER WILLIAMS POLLOCK

Balboa Reservoir, a 17-acre publicly owned site located within walking distance of BART and adjacent to City College and an established residential neighborhood in San Francisco, is an example of the use of publicly owned land to spur neighborhood transformation and generate significant public benefits. The proposed redevelopment, recently approved by the San Francisco Board of Supervisors, will include 1,100 units of new housing, 50 percent of which will be affordable, along with new open space, child care, and a public garage.

Spur redevelopment of the East Washington district with planning and zoning tools that create a vibrant, walkable, housing-rich, and mixed-use neighborhood. The East Washington district could be redeveloped from car-dominated shopping malls and suburban housing types into a vibrant, walkable, mixed-use neighborhood close to transit and Downtown. Large underused sites could be transformed through zoning and planning tools to provide an urban framework focused on mixed uses, increased housing density, and connectivity to Downtown.

Develop a neighborhood model based on urban design for denser mixed-use development with services, featuring housing that is affordable to a diverse population, both directly subsidized and affordable by design. Establish density minimums to encourage denser housing. Housing above retail can be difficult to achieve outside the urban core, so consider adding commercial space horizontally, rather than through vertical mixed uses. Industrial areas adjacent to the Fairgrounds also can benefit from the same planning framework, as can two school sites, which offer possibilities for affordable housing. Recent state legislation encourages teacher housing on school property.



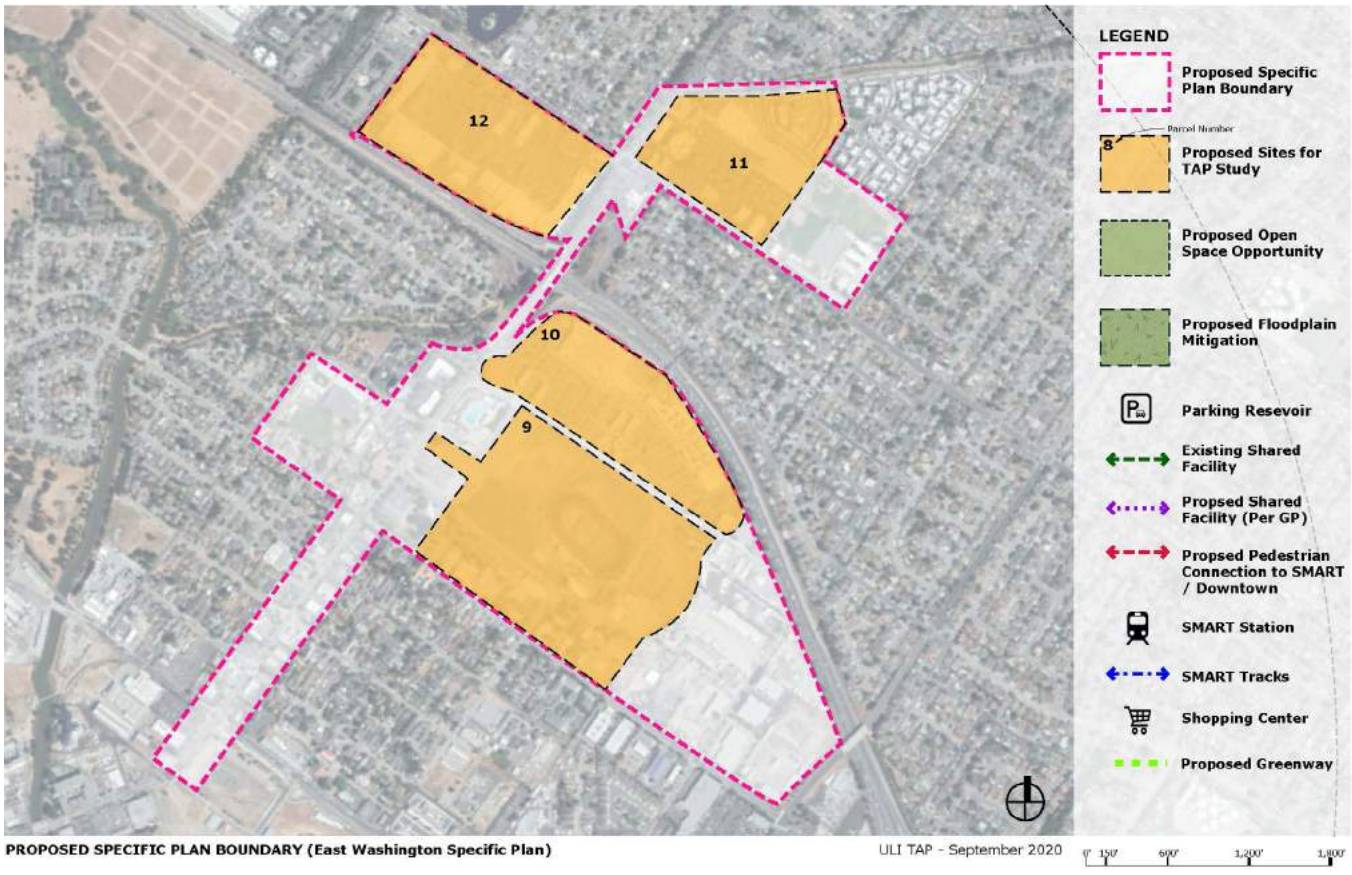
MAJOR PARCELS OF EAST WASHINGTON DISTRICT

New planning and zoning tools could transform East Washington district sites into denser mixed-use neighborhoods with diverse housing.

ULI SF TAP PANEL

Create an East Washington Specific Plan. A Specific Plan for the East Washington district could define objective standards for projects to expedite redevelopment. To increase financial feasibility in developing new housing, allow developers some flexibility in meeting standards for open space, parking, and mixed-use requirements. Eliminate parking minimums and establish parking maximums to encourage compact sustainable development. A density minimum of at least 25 or 30 housing units per acre will allow a range of housing densities. Plan for horizontal mixed-use development rather than requiring vertical mixed uses, which could lead to more oversupply of retail space. Increase pedestrian and bike connections from the district to Downtown and transit. Create new greenways for both pedestrian and bike connections, and include new natural, above-ground areas for stormwater infiltration and detention and biofiltration, which would reduce the need for new piped infrastructure.

80 percent of this area is within the two Priority Development Areas, thus the city has access to ABAG/ MTC funding for specific planning.



A Specific Plan for East Washington could provide objective and flexible standards for housing, mixed uses, parking, and open space.

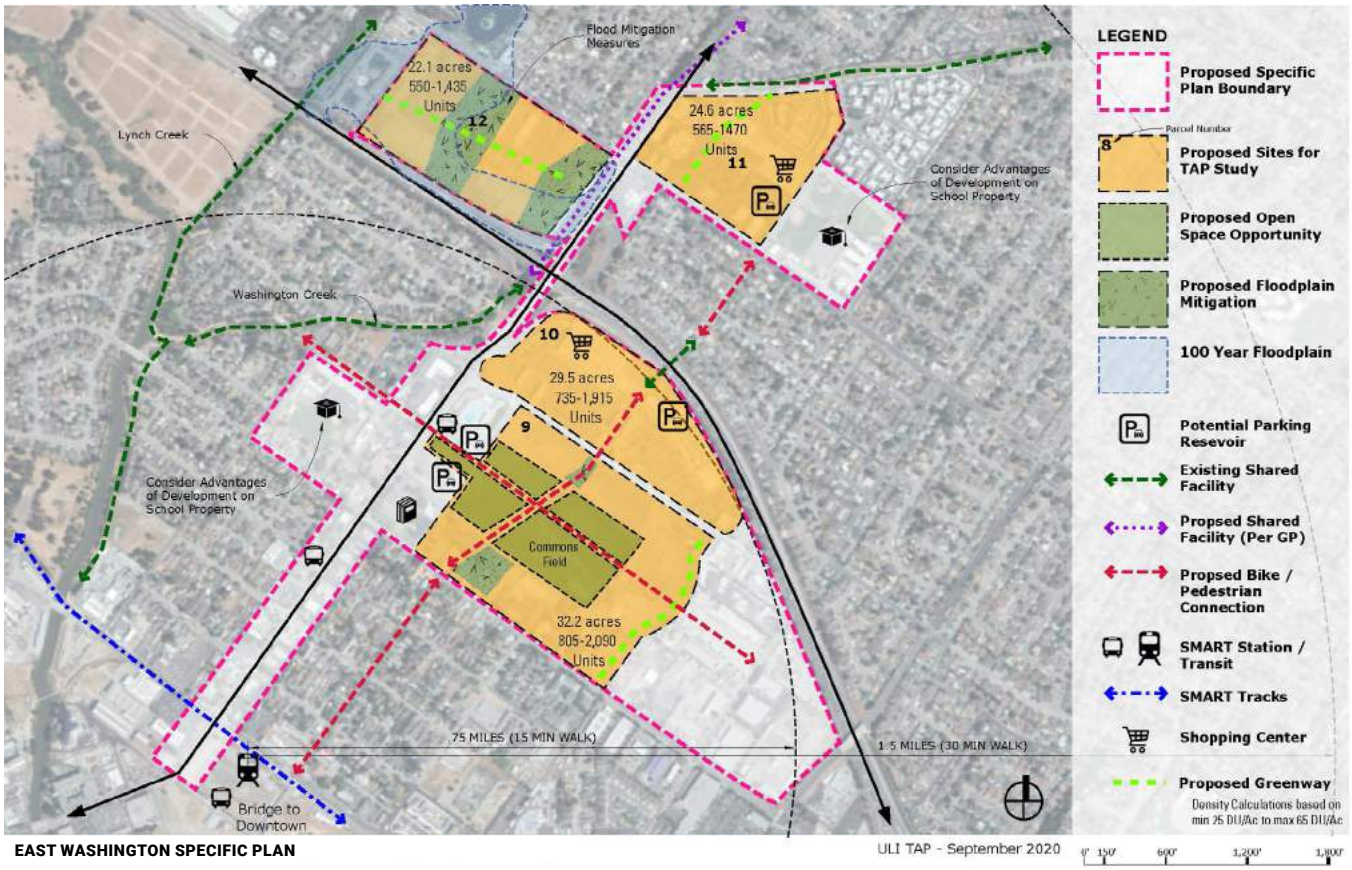
Coordinate actions for mobility, flood mitigation, community character, and open-space networks

The East Washington district has the available land to provide both shopping and housing capacity for decades to come. Over time, it could become a new gravitational center for Petaluma. Create an area plan that includes adjacent industrial and other areas that could benefit from extending the planning framework. To plan for urban neighborhoods with denser mixed-use development, consider including a large-scale public amenity such as a community park or open space. Introduce larger-scale sustainability initiatives, such as district energy or flood control measures in the floodplain. For greater connectivity, plan for bike and pedestrian links across Highway 101 to connect the east side of Petaluma to Downtown and the SMART station.

Provide a mix of housing types and densities.

Plan for housing types that increase density in ways that are appropriate for Petaluma while maintaining most of the cost benefits of lower-density townhouse construction. These include attached townhouses, stacked flats that do not include elevators and have diverse parking solutions, and townhouses with granny flats, or "old school" ADUs.

- *Townhouses* could be attached or detached and range in density from five to 20 dwelling units/acre, depending on size, height, parking requirements, and other factors.
- *Gentle density* of attached townhouses and apartments with about 35 dwelling units/acre could rise to three or four stories and have a mix of structured and surface parking.



ULI SF TAP PANEL

EAST WASHINGTON SPECIFIC PLAN

An East Washington area plan would help integrate planning into adjacent areas for connectivity, large-scale amenities, and district energy and flood mitigation efforts.

- *Stacked flats* would provide densities of at least 65 dwelling units/acre in buildings with between four and seven stories, depending on the mix of dwellings and unit sizes, parking, and other factors. This typology would be feasible in Petaluma on very high-value sites and/or where some form of developer subsidy is available.

BALDERSTONE ASSOCIATES

Townhouse: About 20 dwelling units/acre.

BAR ARCHITECTS

BAR ARCHITECTS

Left: Gentle Density--about 35 dwelling units/acre. Right: Stacked flats--about 60-plus dwelling units/acre.

Transform shopping centers into mixed-use districts. Petaluma has an abundance of shopping centers, some of which have vacant anchors and retail shops. For sites such as the Target Shopping Center and other commercial districts, introduce new walkable infrastructure and mixed-use elements, including housing to support transit and existing and future services. Create links to nature and the SMART stations, ensuring common ground and innovative systems. Plan for flexibility and change in retail patterns, allowing for transformation with both horizontal and vertical mixed-use buildings in lifestyle centers.

One strategy for encouraging the transformation of malls would be through a city-led Specific Plan implemented by rezoning sites to allow for mixed-use development, with a focus on housing. Planning and zoning strategies would address densities, design guidance, opportunities to meet the city's environmental and affordable housing goals, and financial and economic incentives.

The city is encouraged to look at horizontal mixed use rather than require the "classic" housing over retail given how the future of retail is in question. Ideally, having created a framework that would allow housing by-right on these sites would encourage site owners and developers to look at creative ways to change the site use over time. This can be tricky given different commercial lease terms, but it would start with enabling zoning legislation.

The Fairgrounds site is included in the same area to be rezoned, and this is a site where the city could take direct action to spur development that would help prompt the transformation of other privately zoned sites in the same plan area.

JUSTIN SULLIVAN, GETTY IMAGES

EYES TRAVEL

Left: Anywhere, USA, about 0 dwelling units/acre. Right: Domain, Austin, Texas, approximately 35 dwelling units/acre woven into regional retail center.

MERLONE GEIER PARTNERS

MERLONE GEIER PARTNERS

Left and right: The Village at San Antonio Center, a mixed-use project in Mountain View, California, has transformed an older shopping center into a mixed-use district, replacing pavement with open space.

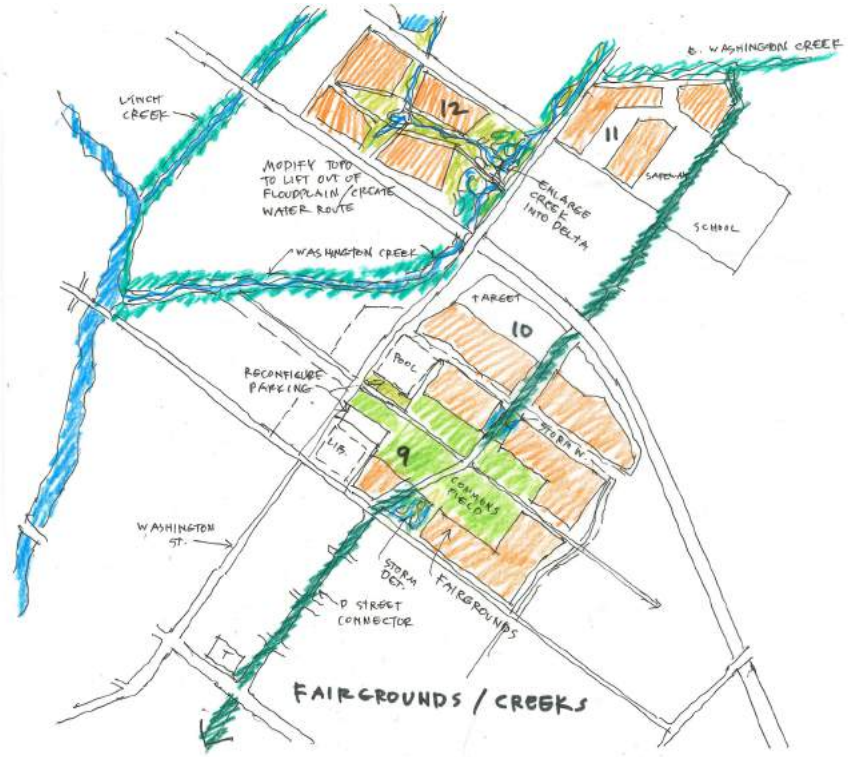
Redevelop the Fairgrounds as a model for sustainable neighborhoods. The publicly owned Fairgrounds site offers an excellent opportunity for developing sustainable, equitable, and diverse housing, ranging from townhouses to stacked flats. Given its scale, flat topography, and central location, the Fairgrounds has the potential to serve as a model of higher-density development for the area and to generate revenues that could be used to promote public benefits.

A plan for this area could rezone the land for a walkable infrastructure and mixed uses and introduce appropriately scaled density that recognizes that near-term development likely will be modest in scale but could increase gradually over time as construction costs decline and/or land values increase. A key benefit of such a plan would be the ability to capture land value to support infrastructure and affordable housing.

Given the site's proximity to Downtown and to transit, the city could consider relocating some of the Fairgrounds facilities to a more peripheral area, perhaps outside the UGB. Although the Fairgrounds site has room for current facilities plus new housing and services, relocating some facilities outside the urban core would allow the city to leverage the value of this public land for a greater share of housing and services plus a large community amenity such as a park or a district energy system. The city could catalyze redevelopment through a city-sponsored master-planning effort and/or a developer request for qualifications (RFQ)/RFP process.

The city could consider innovative parking strategies that anticipate changes in driving habits over time, such as shared and centrally located parking structures that meet residential and retail parking requirements. A public/private partnership could reduce the financial burden on private development for parking structures.

Secure public financing for affordable housing and related infrastructure through tools such as a tax increment financing (TIF) district or an IFD, or through Mello-Roos financing. Select a highly qualified development team to conduct community outreach, create a detailed plan, and develop the property.



EAST WASHINGTON DISTRICT OPEN SPACE AND RESILIENCY FRAMEWORK

Create a blue-green mobility network. The East Washington district already has an outstanding model in the Lynch Creek Trail, which takes advantage of the forested riparian corridor to connect through neighborhoods and under U.S. Highway 101. This trail delivers rainwater, cyclists, and pedestrians to the river and eventually to Downtown. The city could extend this concept to create a blue-green mobility network along other drainage routes such as Washington Creek. The network could be developed by daylighting river sections wherever possible, cultivating new riparian forest and vegetation, establishing new multiuse trails, and creating above-ground stormwater storage and cleansing through new wetlands. New trails could connect to separated bike trails along local streets for access to a dedicated mobility network that keeps people out of their cars. The city could identify locations and research the feasibility of creating new trail connections under Highway 101.

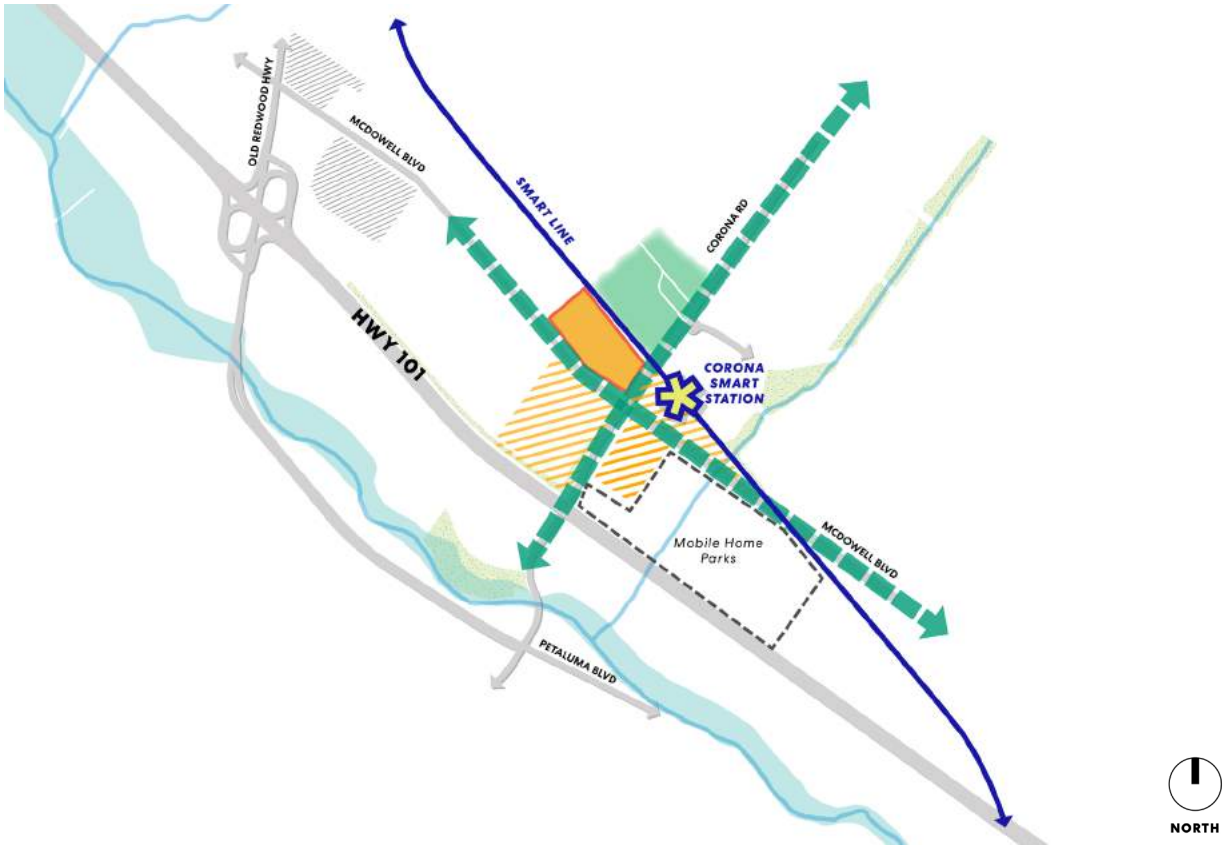
Urban rainfall is a wasted resource when it drops quickly into inlets and pipes and has no ability to provide benefits like recharging aquifers, providing natural irrigation, and reducing the city's temperature. Areas within every new project could be reserved for containing rainfall for use in growing new natural wetland systems that are connected wherever possible to creeks or to piped systems to reduce flood risks. Soil and other materials that have been excavated for the blue-green network could be used to elevate building pads out of flood risk areas.

Urban rainfall is a wasted resource when it drops quickly into inlets and pipes and has no ability to provide benefits like recharging aquifers, providing natural irrigation, and reducing the city's temperature.

PERKINS AND WILL

TOM FOX

Left and right: The Atlanta Beltline in Atlanta, Georgia (left) and Guthrie Green in Tulsa, Oklahoma (right) offer examples of capturing rainwater in bioswales and rain gardens along paths and multi-use trails integrated with housing, transit services, retail, and other urban elements.



Corona SMART Station area.

ULI SF TAP PANEL

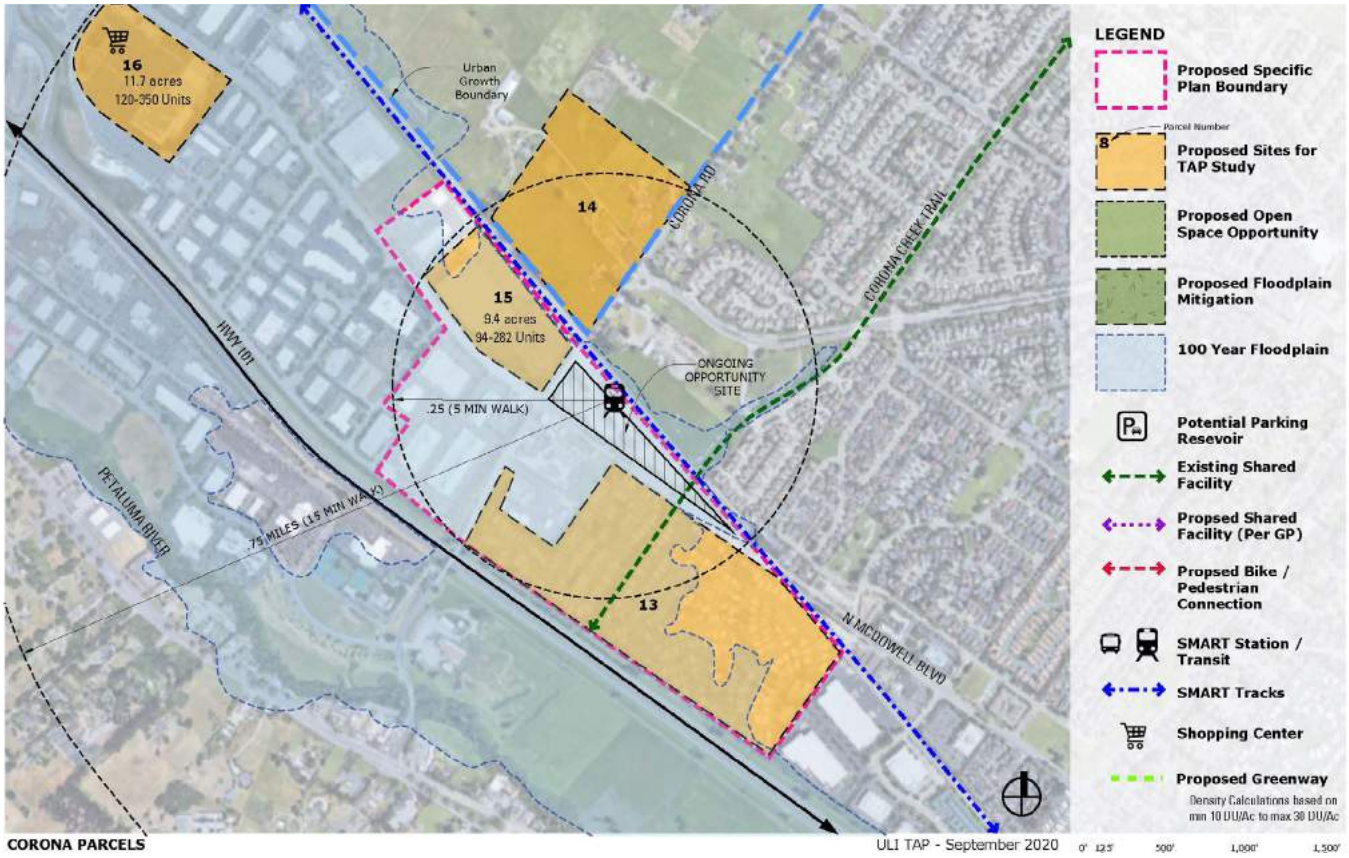
CORONA: SMART Station Area

The city plans to study the proposed Corona SMART station area, located on the edge of the UGB, for its potential as a model for a dense, walkable, mixed-use district that advances Petaluma's sustainability and resilience efforts. This site is appropriate for a high level of housing density next to the SMART station to support transit use and provide more convenient access to transit for more people. The station area would offer multimodal transportation choices, including train and bus services and pedestrian/bike routes connecting to Downtown and other areas of the city.

Developing a successful TOD neighborhood will require a long-term vision for the station area. Start with clear and focused predevelopment planning that takes into account the goals and objectives of existing stakeholders and the current and future operational needs of the SMART transit system and other transit modes such as buses and shuttles that service the station area.

Although Bay Area Rapid Transit best practices call for a baseline of 75 dwelling units per acre for TOD housing to support ridership and provide greater access for more people, the TAP panel suggested starting with gentle density of 30 housing units per acre as more appropriate for this low-density area while the long-term planning proceeds for the greater SMART Station area.

A district plan would help this neighborhood coalesce, develop with greater density, and provide public gathering spaces and connections to adjacent neighborhoods. Research and community engagement on which community benefits the area needs will be important aspects of district planning.



ULI SF TAP PANEL

Several key housing sites are within a five-minute walk of the proposed Corona SMART station area, planned for dense, compact, walkable, and mixed-use TOD.

PETALUMA 360

Aerial image of Corona Station intersection.

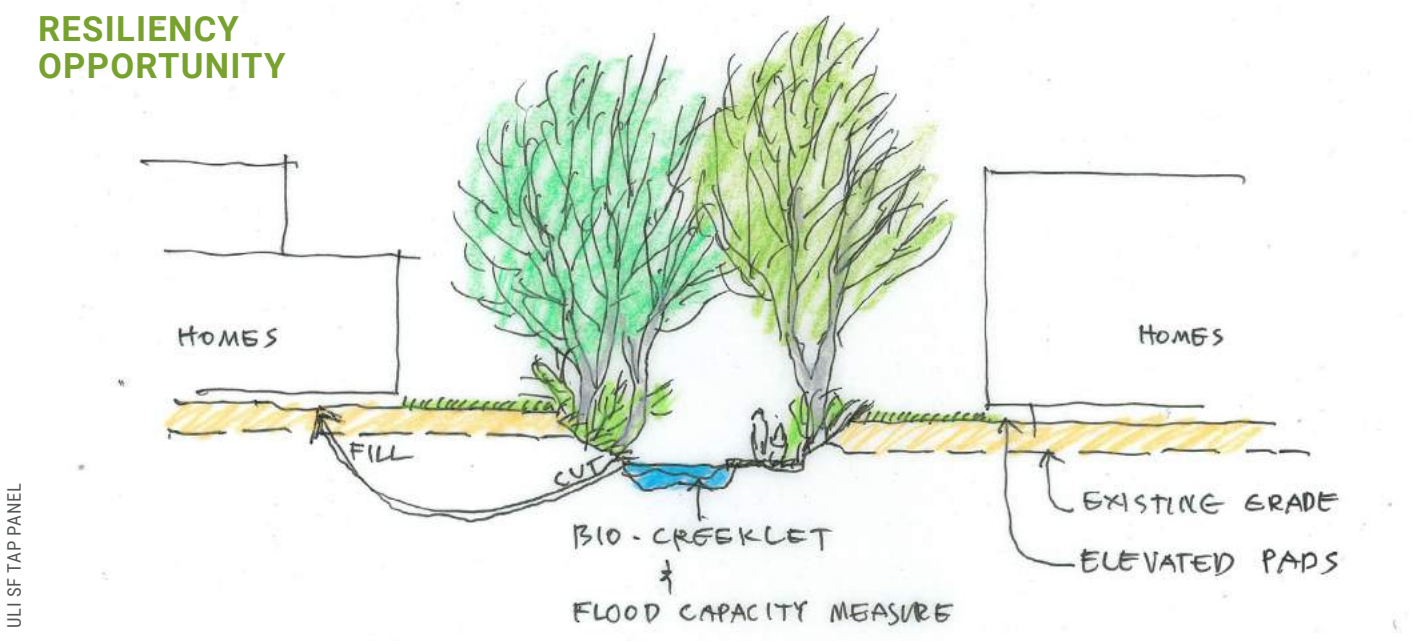
Lead with TOD best practices in planning for the Corona SMART station area. The proposed Corona SMART station area is a prime site for dense, compact, and walkable TOD. Plan for scale and development density that support transit ridership. Focus on development that includes a mix of complementary uses to encourage activity during nonpeak travel times, and offer services and amenities to area residents and commuters. Provide housing opportunities for a wide range of income levels. Leverage land use and urban design to create a transit hub supported by a travel demand management program that fosters multimodal station access and reduced vehicle use over time. Locate public gathering places, cultural assets, and municipal services in the station area with safe and well-designed connections to adjacent neighborhoods.

Pursue key strategies for TOD development in the Corona station area. Develop a comprehensive assessment and priority list of critical housing, environmental, and infrastructure needs early in the planning phase. A key strategy would be climate resilience leadership for full development of the area. Focus on developing a plan for mixed-use urban development at the intersection of McDowell Boulevard and Corona Road, floodplain management, green trails and bike routes, opportunities for office and other commercial uses, and housing that includes the existing mobile home community in the southwest part of the district (site 13).

OPEN SPACE AND RESILIENCY

ULI SF TAP PANEL

RESILIENCY OPPORTUNITY



ULI SF TAP PANEL

Develop a preliminary funding plan with financing alternatives for affordable housing and public infrastructure. Seek planning grants such as the Caltrans Sustainable Communities Grant during the predevelopment phase. Investigate affordable housing and transit-supportive infrastructure funding sources such as the California Department of Housing and Community Development's Affordable Housing and Sustainable Communities, Infill Infrastructure Grant programs, and other funding sources such as bonds and low-income tax credit programs that are administered by California Debt Limit Allocation Committee and the California Tax Credit Allocation Committee, respectively. Also seek funding from the MTC, which provides funding and other planning and technical support to help cities achieve equity, affordability, and resiliency goals. Explore creating an Enhanced Infrastructure Financing District to fund development with large public improvements.

Key strategies for success include prioritizing development sites near North McDowell Boulevard and Corona Road, starting with a dense and catalytic project with connections to the SMART station. Collaborate with the developer of the triangle SMART site, located adjacent to the station area, to deliver a transit-supportive affordable housing project. Establish density minimums of 25 to 30 dwelling units per acre, and consider phased density adjacent to the station.

Conduct ongoing community engagement with the mobile home community and other area stakeholders to achieve a vision and full buildout of the area. Include the concept of limited potential expansion of the UGB in long-term planning, acknowledging that this would not be essential for meeting the anticipated RHNA housing targets.

WIKIMEDIA COMMONS

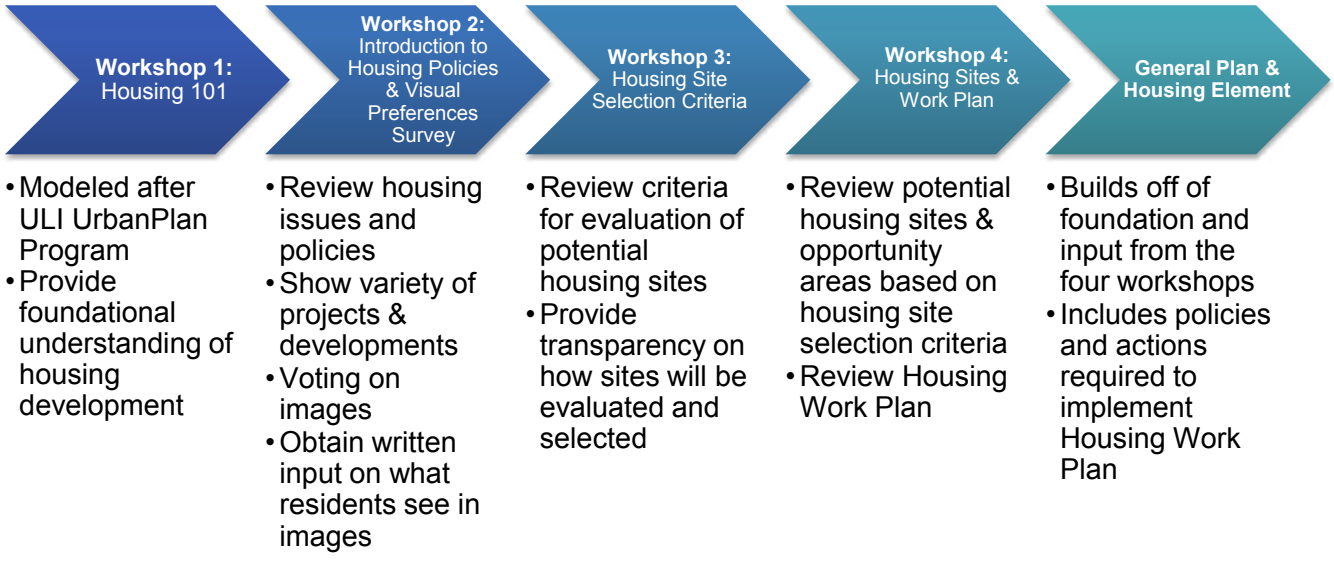
SMART Southbound train at Petaluma Downtown station.

COMMUNITY ENGAGEMENT PROCESS

The panel discussed the importance of community engagement as a foundation for the General Plan and the Housing Element in determining how Petaluma should plan for more housing with greater density, walkability, and connections. The city needs to engage the broader community through education and communication efforts to address issues of climate resilience, smart growth, compact development, and the need for more housing, especially affordable housing. The community engagement process needs to redefine what housing and mixed-use development could look like in Petaluma and educate people about infill development and its role in climate resilience.

The community engagement process needs to redefine what housing and mixed-use development could look like in Petaluma and educate people about infill development and its role in climate resilience.

City of Petaluma: Community Discussion Process



The panel recommends that the city offer four workshops to educate the community about the complexities of housing development, to gauge community support for various types of housing, and to invite them to participate in the process of planning for more housing in key areas.

COMMUNITY WORKSHOP SERIES

Workshop 1: Housing 101

Modeled on the ULI UrbanPlan Program, Workshop 1 would present basic concepts of housing development, affordable housing, and development feasibility.

Workshop 2: Introduction to Housing Policies and Visual Preferences Survey

This workshop reviews state and local housing issues and policies. Facilitators conduct a visual preference survey in which residents are shown a wide variety of residential projects with differing scales, densities, and design styles. Residents vote in real time to express their opinions on each image and project. Workshop participants also could provide written feedback with more detail on their opinions on each image.

Workshop 3: Housing Site Selection Criteria

The city presents housing site selection criteria and obtains stakeholder opinions about potential sites for inclusion in the General Plan and Housing Element. The intent of this workshop is transparency on how sites are evaluated and selected.

Workshop 4: Housing Sites and Work Plan

In this workshop, participants review potential housing sites and opportunity areas identified in Workshop 3. They review the Housing Work Plan, which contains all projects and tasks related to housing in the city.

General Plan and Housing Element

The General Plan update and new Housing Element build on the foundation and stakeholder responses from the four workshops, including policies and actions required to implement the Housing Work Plan.

NEXT STEPS: SETTING THE TABLE FOR ACTION

The Petaluma TAP analysis and strategy development set the stage for action in the months and years ahead. Ideas are presented for three spotlight districts where the city can make significant progress toward providing needed housing in settings with good transportation options, the promise of trails and multiple connections, and excellent urban amenities including open space, services, and bold environmental initiatives. Much of what can be learned here could provide a model for later phases of development within the city. The city should consider three key areas for next steps:

Take the TAP learnings to the General Plan. This TAP report recognizes the city's expansive efforts in preparing for a new General Plan and Housing Element. It suggests planning focus areas and potential development sites as places to start and to create models for action on similar sites in other locations.

The report presents market and financial strategies that could be addressed in General Plan policies and Housing Element action items. Initial area calculations by the TAP members suggest sufficient sites for district growth at densities that will be comfortable in the city while raising overall density and responding to best practices for urban design and character.

Environmental initiatives are offered for each district that respond to the city's commitment to bold action. Many ideas are presented for districts and sites, from reconceiving the role of the Petaluma River, to expanding a system of creek and roadside trails, to introducing district energy concepts.

Initiate a specific plan process. A specific plan or other coordinated efforts that employ a range of planning tools for housing and mixed uses could help the city prepare for action as the General Plan effort is unfolding. Important opportunities are identified for redeveloping underused sites where development projects still in the design phase could adjust for river access, to better serve SMART goals, and to help meet RHNA commitments.

Consider testing the efficacy of environmental initiatives or interventions through some immediate site offerings, while the General Plan effort addresses broader options and policies.

Consider early action. Think about smaller planning, financing, and environmental studies, perhaps in partnership with educational institutions, regional Bay Area research organizations, or other government entities or agencies.

In the near future, consider testing ways to layer the best funding and financing opportunities. Focus on the use of SB 35 for as-of-right decision-making that could also inform later policy development, including Affordable Housing Authorities that use recent State Assembly legislation.

Consider more informal pop-up initiatives to inform city policies, educate residents and interest groups, engage local students, and begin to attract interest from the area's most experienced and inventive development teams.

ABOUT THE PANEL

Karen Alschuler

Principal, Perkins&Will
Panel Chair

Alschuler is a global leader in urban design as a principal of Perkins&Will and as a professional privileged to work in places of rich history and urban opportunity. She weaves public values into district transformations, realizing the social and environmental benefits from growth and common ground.

Her most celebrated projects have delivered multifaceted, mixed-use neighborhoods from The Yards along the Anacostia River in Washington, D.C., and the new Open Space Civic Corridor of the Boston Central Artery to the much-anticipated Treasure Island development plan and the Giants' Mission Rock living and working neighborhood beginning construction at Mission Creek and San Francisco Bay. Recent public and private initiatives in cities around the bay offer carbon-zero development strategies, inventive zoning approaches, beneficial use of transportation infrastructure, more than 40,000 new housing units, and open access to waterfront destinations. They bring design excellence to all aspects of city-building.

Alschuler is the inventor of the much touted "planning game," inviting informed substantive involvement by communities and clients. She chairs the Design Review Board of the Bay Conservation and Development Commission and is an active multidecade leader in ULI. Before joining SMWM/Perkins and Will in 1992, Alschuler led planning teams at Skidmore, Owings & Merrill in Boston and New York and received degrees from Brown University and the University of California, Berkeley. In 2004 Alschuler was elected a Fellow of the American Institute of Certified Planners (FAICP).

Daniel Adams

Vice President, Mixed Income & Affordable Housing, Sares Regis Group of Northern California

Adams is vice president for mixed income and affordable housing at the Sares Regis Group of Northern California, where he spearheads the organization's efforts to expand its housing solutions and services to include housing at all income levels.

Before joining Sares Regis, he served as the acting director and deputy director for housing at the San Francisco Mayor's Office of Housing and Community Development, managing the city's 11,000-unit new construction pipeline and implementing the city's affordable housing programs and policies. A licensed architect, Adams has served as a development director and project manager at BRIDGE Housing in San Francisco, MidPen Housing in Foster City, and Resources for Community Development in Berkeley.

He holds a master of architecture degree from the University of California, Berkeley, and a BA from the University of Texas at Austin.

William Duncanson

Principal, BAR Architects

A principal at BAR, Duncanson brings nearly 25 years' proven experience of architectural design across an array of project types including mixed use, multifamily and affordable housing, custom residences, retail, and commercial complexes. His focus is on high-density mixed-use housing projects in the San Francisco Bay Area. Multifamily urban infill housing has become his passion, co-leading BAR's multifamily and mixed-use studio, and believing strongly that high-quality housing is the first step in creating denser and more livable cities, a key ingredient to our sustainable future. Duncanson also focuses on building reuse and designing surf resorts while providing pro bono services for nonprofits including Bluebear School of Music and Habitat for Humanity.

He received his Master of Science in Architecture from the University of California, Berkeley, in 2001, and his Bachelor of Architecture from the Southern California Institute of Architecture in 1995.

Nicole Franklin

Principal Property Development Officer, Bay Area Rapid Transit District

Franklin is a real estate and community engagement professional with over 20 years of experience working with government agencies, community groups, and multidisciplinary teams during the entitlement, permitting, funding, and construction phases of private development and public infrastructure projects. Currently, she serves as a principal property development officer for the San Francisco Bay Area Rapid Transit District. In this capacity, she leads the negotiation and implementation of transit-oriented development projects and related public open space, access, and transit infrastructure improvements.

Franklin is a member of Women in Transportation, SPUR, and ULI San Francisco. She previously served on the City of Oakland Landmarks Preservation Advisory Board and Planning Commission. She completed her undergraduate studies at the University of California, Davis, and earned an MS in real estate development from Columbia University in New York City.

Tom Leader

Founder and Principal, TLS Landscape Architecture

Leader is founder and principal of TLS Landscape Architecture in Berkeley, California. For nearly 35 years, he has grounded his practice in an authentic understanding and appreciation of culture, ecology, craftsmanship, and design. Sincere in his exploration of the creative process, Leader has remained on the cutting edge of design innovation, his work widely recognized for excellence. Since founding TLS in 2001, he has sought to create "original, tangible experiences" of place in such award-winning projects as Railroad Park in Birmingham, Alabama, and RIVERFIRST in Minneapolis, Minnesota, and through his provocative site works and art installations. A former partner at Peter Walker + Partners, Leader received a BA in landscape architecture from the University of California, Berkeley, and an MLA from the Harvard University Graduate School of Design.

He received the Rome Prize in Landscape Architecture at the American Academy in Rome in 1998/99 and was a finalist for the Smithsonian National Design Award in 2011. The work of TLS has been featured in various museum exhibitions including "Shanghai Carpet" in MoMA New York's 2007 "Groundswell," concerning international landscape design. Leader lectures widely and the work of TLS is published frequently. He serves the Bay Area community as a member of the Bay Conservation and Development Commission Design Review Board as well as the City of Richmond Design Review Board. A Richmond resident, he leads the firm's pro bono planning work for the future of the 35-mile Richmond shoreline looking at the intersection of sea-level rise and seismic stability planning. This year he was elected to the College of Fellows of the American Society of Landscape Architects.

Meg Spriggs

Managing Director, Multifamily Investments Group, Shorenstein Properties

Spriggs joined Shorenstein in 2013. She is responsible for sourcing, evaluating, and overseeing the execution of multifamily transactions for the Shorenstein family, including financing, acquiring, entitling, developing, managing, and divesting of properties. In addition, she supports other Shorenstein professionals in the evaluation and execution of mixed-use projects with a multifamily component.

Before joining Shorenstein, Spriggs was a vice president of development for AvalonBay Communities Inc., where she was responsible for land acquisition, design, entitlement, and permitting, as well as oversight of the construction and lease-up of multifamily properties in the San Francisco Bay Area region. She is a member of the Urban Land Institute, Lambda Alpha International, and the San Francisco Urban Planning and Research Association. Spriggs graduated from the University of Oregon with a BA and from Columbia University with an MS.

Randy Tsuda

President and CEO, Alta Housing

Tsuda joined Alta Housing (previously named Palo Alto Housing) in 2018. He is responsible for the overall strategic leadership of the organization, including real estate development, property management, resident services, Below Market Rate housing program administration, and management of about 45 team members. He focuses on development, land use, community outreach, and housing advocacy.

His 30-year career includes experience in the nonprofit, private, and public sectors and spans real estate, city planning, affordable housing, and economic development. Before Alta Housing, Tsuda served as the director of community development for the city of Mountain View for over 10 years, the director of corporate real estate for a technology company, and assistant community development director for the town of Los Gatos.

He has worked on numerous projects that received awards from the American Planning Association and the American Society of Landscape Architects. In May 2018, his department received the Bringing It Home award from SV@Home, a policy and advocacy organization focused on increasing affordable housing in Silicon Valley. He currently serves on the board of directors of the Non-Profit Housing Association of Northern California. Tsuda also was a lecturer for seven years in the Urban and Regional Planning Program at San Jose State University.

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