

# STATION AREA / DOWNTOWN PLAN



## CITY OF CLOVERDALE





CITY OF CLOVERDALE, CALIFORNIA  
**STATION AREA PLAN**

*Appendix*

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**NOTE: This Station Area Plan Appendix is a separately bound compilation of all consultant studies relevant to the Station Area Plan. It contains the following documents:**

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**1. OUTLINE OF WORK PLAN  
FULFILLMENT - 10 ELEMENTS  
OF THE SCOPE OF WORK**

**Prepared by  
CITY OF CLOVERDALE**







## Station Area/ Downtown Plan 10 Major Plan Elements

### **1) Community Involvement Strategy: Community Participation/Public Outreach**

A Public Participation Marketing and Public outreach strategy is located in the Appendix as attachment #6.

### **2) Market Demand Analysis**

A Market Demand Analysis for retail, commercial and residential uses was conducted by Mundie and Associates. A copy of the full report is located in the Appendix as attachment # 2.

### **3) Land Use Alternatives**

Land Use Section describes anticipated increase in new housing units, affordable housing, jobs and mix of other uses within a half-mile radius of the Cloverdale Station. Land use Alternatives are addressed in Book 2 Development Regulations Goals and Implementation measures for the Plan.

### **4) Parking Demand Analysis**

Nelson Nygaard concluded that there was not currently a parking problem, and no parking problems are anticipated in the 20-year plan timeline. A memo of the analysis with proposed innovative parking management polices and strategies for future use is attached and located in the appendix as attachment # 3

### **5) Station Access and Connectivity Plan**

To encourage pedestrian access to the station and improved automobile access to the downtown, a pedestrian greenway connecting the station to the downtown has been proposed. The "Greenway" consists of traffic calming by changing the four automobile lanes under the freeway to two automobile lanes and using the other two as a pedestrian/bicycle greenway to encourage bicycle and pedestrian access to the station. The plan also calls for establishing an opening in an existing sound wall to encourage pedestrian and bicycle traffic from the Tarman Neighborhood and the Train Depot. Conceptual Designs demonstrating these principles are include in the Appendix as attachment # 11.

### **6) Affordable Housing Strategy**

The Affordable Housing Strategy is located in Book 1 Transit Oriented Development Strategies on Page 16. The Cit of Cloverdale Housing Polices and Implementation Plan are included in Appendix item # 13.

### **7) Accessibility Plan**

The plan removes barriers to handicap access and provides a seamless, safe, and exceptional pedestrian and handicap routes from the downtown, the south opportunity area, and the Tarman Tract to the station. Access from the downtown is improved by the greenway seamless connection to the

downtown and continuing the downtown street design program to connect with the greenway. Access to Tarman Tract is provided by an opening in the sound wall to Citrus Fair Drive, reducing the walking, biking, and handicap distance to the station by as much as one half mile. Access to the south opportunity area will be improved by rationalizing the signalized crosswalk to the greenway. Safety will be improved by design changes to reduce the speed at which drivers can access or exit the freeway on and off ramps.

Conceptual Designs demonstrating these principles are include in the appendix as attachment 11.

## **8) Infrastructure Development and Financing Strategy**

The City will be developing an Infrastructure Development and Financing Strategy that include a range of proposed infrastructure development concepts. See the attached Summary of Potential Funding Sources and Uses for the Community Development Agency of the City of Cloverdale. It is located in the Appendix as attachment # 12. The Financing Strategy for the improvements will be completed as part of the Five Year Implementation Plan update.

## **9) Pedestrian Friendly Design**

The essential streetscape and sidewalk elements for pedestrian oriented design are addressed in the accessibility plan above. In addition, the form based zoning will require that downtown retail business use the accepted design pattern for comparison retail shopping. All land uses in all elements of the plan are designed to encourage mixing of retail, office, close-in residential, and pedestrian amenities within walking distance of the downtown retail and the station, so that residents, workers, and shoppers do not need a car to move from destination to destination. The City's existing downtown shared parking provisions allow downtown customers to park once and visit several businesses, rather than requiring the shopper to move a car when moving between businesses.

Conceptual Designs demonstrating these principles are include in the appendix as attachment 11.

## **10) Implementation Plan**

The Implementation and Revitalization Strategies are addressed in Book Three of the Plan. The Plan was formally adopted by the City Council on February 28, 2010.

## 2. ECONOMIC STUDY

Prepared by  
**MUNDIE & ASSOCIATES**



# CLOVERDALE STATION AREA PLAN

## MARKET ANALYSIS

### SUMMARY OF KEY FINDINGS

Revised September, 2009

## INTRODUCTION

The market analysis for the Cloverdale Station Area Plan was completed, and the original memorandum documenting the findings and recommendations of that analysis was published, in May, 2009. At that time, the most recent forecast of population and household growth for Bay Area communities was *Projections 2007*, published by the Association of Bay Area Governments (ABAG) in December, 2006.

Economic conditions that support economic and population growth have changed since *Projections 2007* was published, prompting Mundie & Associates to conclude that the expectations of that document were too high. To reflect this conclusion, the original memorandum presented an “adjusted projection,” which anticipated that the number of new residents and households that Cloverdale will add between 2010 and 2025 would be about one-half of the number anticipated in *Projections 2007*. This adjusted projection served as the basis for estimates of the amount of new retail demand, and the amount of retail store space that could be supported by that demand presented in the May report.

In August, 2009, ABAG published *Projections 2009*. As expected, the new projections anticipate significantly less growth than did *Projections 2007*. They anticipate slightly more growth (100 additional households through 2015 and 500 additional households through 2025) than the adjusted projection presented and used in the original (May) memorandum.

This September revision of the market analysis memorandum report incorporates *Projections 2009* as the base case expectation of growth in Cloverdale. Because the increases in population and households would be greater than were estimated in the adjusted projection, the estimates of the amount of new retail space that could be supported in Cloverdale between 2010 and 2025 are slightly higher than those shown in the original report. For convenience, Appendix D has been added to this September revision to compare the adjusted projection and *Projections 2009* in their expectations of new population and households as well as in the amount of retail space supported.

## HOUSING

### Housing Demand

1. In 2009, Cloverdale has an estimated 8,595 residents, living in 3,232 households. The City has added approximately 1,764 residents/737 households since 2000. In other words, between 20 and 25 percent of Cloverdale’s growth has occurred during the current decade.
2. Housing demand has been driven by two primary factors: retirement and cost.
  - The Clover Springs retirement community accounts for approximately one-third of all new housing units built in Cloverdale between 1998 and 2008.

- Housing in Cloverdale has historically been less expensive than housing in communities farther south along the US 101 corridor. In 2000 (the most recent year for which data are available), approximately 23 percent of Cloverdale’s employed residents commuted to jobs in Santa Rosa, and another 40 percent worked in Healdsburg, Windsor, Rohnert Park, Petaluma, Cotati, San Francisco, and San Rafael.<sup>1</sup> These workers have been willing to trade what for some is a long commute in exchange for the opportunity to buy a home in a quiet community.

Comparative housing values in 2000 for owner-occupied units in communities along the US 101 Corridor, shown in Appendix C, indicate that Cloverdale had almost the lowest housing prices along the Corridor.. Although absolute housing prices have changed – risen and then fallen – since these data were collected, it is likely that their relationship has remained the same.

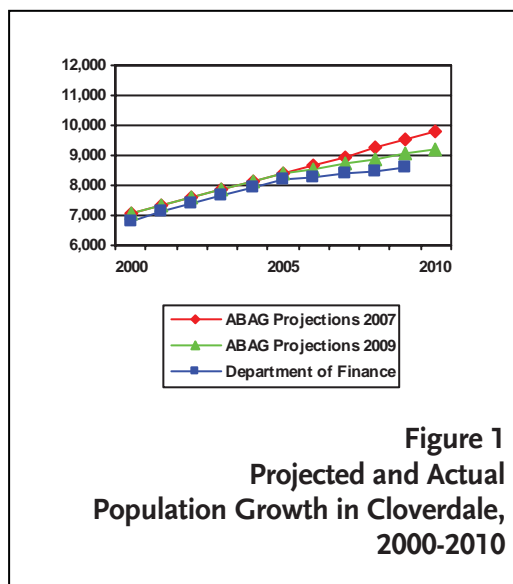
3. ABAG (*Projections 2009*) anticipates that Cloverdale will add 500 residents/190 households between 2010 and 2015 and 1,600 residents/630 households between 2010 and 2025.

The expectations of *Projections 2009* reflect the economic changes that have occurred since the previous forecast, *Projections 2007*, was published. *Projections 2007* expected the city to add about 2,750 residents between 2000 and 2010. The new projections, *Projections 2009*, anticipates that the number of residents will increase by about 2,150 during the same period, less than 80 percent of the increase anticipated in *Projections 2007*. According to the California Department of Finance (DOF), the city actually added about 1,760 residents between 2000 and 2009, or about 64 percent of the number expected through 2010 in *Projections 2007*.

The expectations of *Projections 2007* for the period 2000-2010 are compared to those of *Projections 2009* and the actual growth observed by DOF in Figure 1. In the first half of the decade, DOF estimates that Cloverdale added a few more residents than had been expected by ABAG; since 2005, however, it has added less than one-third of the projected gain. *Projections 2009* anticipates that the increase during 2005-2010 will be less than 60 percent of the increase shown in *Projections 2007*. The slower growth rate in the second half of the decade may be attributed to the rapid rise of gas prices in 2007 and 2008, which made commuting from communities at the edges of the metropolitan area more expensive, and then to the recession that began with the collapse of the subprime mortgage market in mid-2007.

The *Projections 2009* forecast is summarized and compared to the *Projections 2007* forecast in Table 1 and Figure 2.

The number of new housing units needed would be slightly greater than the number of households, to allow for some vacant units (needed for smooth operation of a housing market).



**Figure 1**  
**Projected and Actual**  
**Population Growth in Cloverdale,**  
**2000-2010**

<sup>1</sup> Commute statistics from the 2000 US Census are summarized in Appendix B.

**Table 1**  
**Population and Household Growth, Cloverdale**

*Historic*

	1990	2000	2009	Change	
				1990-2000	2000-2009
Population	4,924	6,831	8,595	1,907	1,764
<i>Change per Year</i>				191	196
Households	1,868	2,495	3,232	627	737
<i>Change per Year</i>				63	82

*Growth, 1990-2000: Projected vs. Actual*

	2000	2005	2009	2010	Change		
					2000-2005	2005-2009	2000-2009
<b>Population</b>							
<i>Projections 2007</i>	7,052	8,400	9,520	9,800	1,348	1,120	2,468
<i>Projections 2009</i>	7,052	8,400	9,040	9,200	1,348	640	1,988
<i>Proj. 2009 as % of Proj. 2007</i>	100%	100%	95%	94%	100%	57%	81%
Department of Finance (Actual)	6,831	8,202	8,595		1,371	393	1,764
<i>Actual as % of Projections 2007</i>	97%	98%	90%		102%	35%	71%
<i>Actual as % of Projections 2009</i>	97%	98%	95%		102%	61%	89%
<b>Households</b>							
<i>Projections 2007</i>	2,578	3,080	3,512	3,620	502	540	1,042
<i>Projections 2009</i>	2,578	3,080	3,336	3,400	502	320	822
<i>Proj. 2009 as % of Proj. 2007</i>	100%	100%	95%	94%	100%	59%	79%
Department of Finance (Actual)	2,495	3,041	3,232		546	191	737
<i>Actual as % of Projections 2007</i>	97%	99%	92%		109%	35%	71%
<i>Actual as % of Projections 2009</i>	97%	99%	97%		109%	60%	90%

*Projected*

	<i>Projections 2009</i>		<i>Projections 2007</i>	
	2015	2025	2015	2025
<b>Population</b>	9,700	10,800	10,600	12,000
Change from 2010	500	1,600	800	2,200
<i>Per Year</i>	100	107	160	147
<b>Households</b>	3,590	4,030	3,960	4,570
Change from 2010	190	630	340	950
<i>Per Year</i>	38	42	68	63

Sources: Historic data from California Department of Finance, Table E-5, City/County Population and Housing Estimates; *Projections 2009* and *Projections 2007* from ABAG.

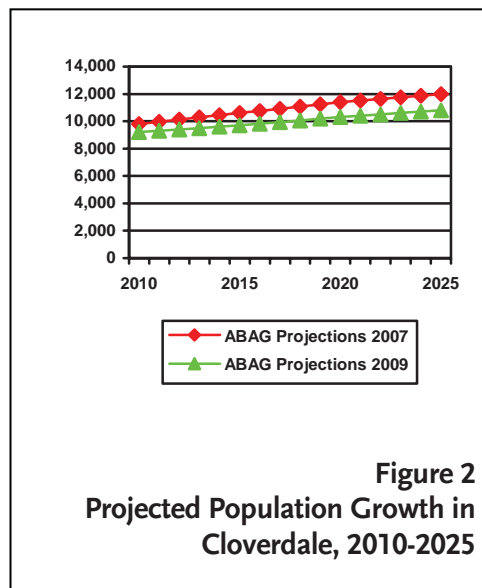
## Housing Supply

- The Cloverdale housing stock is dominated by single-family detached units, which comprise 74 percent of all units. Composition of the housing supply by type of unit is summarized in Table 2.

**Table 2**  
**Composition of the Cloverdale Housing Stock,**  
**January, 2009**

Total	Single Family		Multiple Family		Mobile Homes
	Detached	Attached	2 to 4	5 plus	
3,392	2,536	204	120	323	209
100%	75%	6%	4%	10%	6%

Source: California Department of Finance, Table E-5 (City/County Population and Housing Estimates, 1/1/2009)



- Yahoo lists 108 homes currently in foreclosure (May, 2009). RealtyTrac lists 168 homes that are in “pre-foreclosure” (70 properties), auction (18 properties), bank-owned (71 properties), or for sale (7 properties). 108 homes represents about 3 percent of the housing stock (3,392 units); 168 represents about 5 percent. These figures suggest that Cloverdale has been affected by the mortgage crisis and economic slump, and that it may take a while for new housing construction to resume; in other words, demand would be met in the near term by existing units.
- The demand for new residential development in Cloverdale during the next 5 to 15 years will be affected not only by the supply of existing homes that may be available for purchase but also the downturn in housing prices all along the US 101 Corridor that has occurred during the current recession. In Santa Rosa, for example, the California Association of Realtors estimates that the median home value declined by more than 50 percent between June, 2006 and January, 2009. For households that are in a position to purchase housing, locations closer to their workplaces in San Francisco, Marin, and southern Sonoma Counties may have become, and may remain, more attractive than they were before. These locations would be new competition for Cloverdale, and could reduce the amount of demand for housing that would have been expected prior to the current recession.
- In the short term, the households most likely to seek housing in Cloverdale are those drawn to the City’s ambiance (including retirees and, possibly, some self-employed workers who are not bound to a particular location) and those who cannot afford market-priced housing even under current market conditions. These households are the group most likely to seek smaller units, possibly at relatively higher densities, in locations from which they can walk to stores, restaurants, and services.



8. If Cloverdale attracts a major employer, then employees of that business would likely comprise a third source of housing demand. In 2000, more than half of the people who worked in Cloverdale also lived in Cloverdale.<sup>2</sup> Especially in the current era of gasoline price spikes, workers may choose to live in the community where they work if other conditions (such as affordable housing prices, appropriate schools, and other aspects of community character) are met.

### Considerations in Evaluating Housing Demand and Supply in the Station Area

9. To be eligible for Prop 1C funding, transit area plan housing must achieve a density of at least 20 units per acre. This density is appropriate for a transit area, and for development near downtown Cloverdale.
10. Critical questions for Cloverdale are:
  - Would people who look for housing in Cloverdale seek housing at a density of 20 units or more per acre, given the existing character of the community? This type of housing is more dense, with a more urban character, than has typically been sought by households moving to Cloverdale or developers responding to perceived demand.

Higher-density housing in outlying communities is often occupied by older households, who no longer want the responsibility of caring for a house and yard, and by households who cannot afford lower-density arrangements. In Cloverdale, retiree households and workers who live north along the US 101 Corridor but who have at least one member who works south of Cloverdale could be attracted to this type of housing.
  - Would market-rate rental housing would be feasible for a developer?
  - If 90 of the new units that would be located in the Station Area planning area would be affordable to low-, very low-, and extremely low-income households, would households able to afford market-priced units be interested in living there?
  - How will the recent changes in economic conditions – including the spike in gas prices in 2007-2008 and the contraction of mortgage lending – affect the demand for housing in Cloverdale in the time frame addressed by the Station Area Plan? As noted above, it is considered likely, in the short term, that demand will be weaker than previously anticipated. In the longer term, as the economy recovers, demand for housing in Cloverdale should reach (at least) its previous levels.

## COMMERCIAL ACTIVITY

### Existing Conditions

1. The amount of space for retail businesses (including retail stores, services, restaurants, and vacant space) is estimated to total about 311,000 square feet. This estimate is based on information presented in the Cloverdale Downtown Marketing Study (October, 1999) with an adjustment for the addition of Furber Ranch Plaza.

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<sup>2</sup> See commute statistics in Appendix B.

**Table 3**  
**Estimate of Existing Commercial Space in Cloverdale**

Area	Square Feet
Downtown	182,240
North	17,450
South	149,290
Total	348,980

Source: Downtown Marketing Study, October, 1999, with adjustment to the South area as follows: The Downtown Marketing Study identified 63,290 square feet in this area, of which 37,950 were retail space. Furber Ranch Plaza, with 86,000 square feet, was added after that time and, for that reason, is added to the South area inventory in this table.

2. Cloverdale has an estimated 156 businesses along Cloverdale Boulevard and Main Street and on the intersecting streets near Cloverdale Boulevard. More than half of these businesses (100) are in the downtown area.<sup>3</sup>

An estimated 26 commercial spaces (retail stores and offices) are vacant. This number may be low, because it counts much of the 10,000 square feet of vacant space at the corner of N. Cloverdale and 3rd Street as one space.

3. Of the existing businesses, approximately 54 require retail space, 75 are services that could occupy retail or office space, 15 are industrial or service commercial, 5 are hotels/motels, 4 are gas stations, and 4 are educational (preschools, dance academy, martial arts). Table 4 shows the distribution of business types by area.

**Table 4**  
**Types of Businesses in Cloverdale, May, 2009**

	North	Downtown	South	Total
Retail/restaurant	4	26	24	54
Services (retail or office space)	3	59	12	74
Hotel/motel	2	2	1	5
Industrial/service commercial	0	5	10	15
Gas station	0	1	3	4
Education	0	4	0	4
Total	9	97	50	156

Source: Mundie & Associates, field survey conducted May, 2009.

<sup>3</sup> For this discussion, "North" is the area north of 4th Street up to and including businesses in the vicinity of Suarez Market, "Downtown" is between 4th Street on the north and approximately Tarman Drive on the south, and "South" is the area south of Tarman Drive. (Both the commercial complex with Tian Yuan restaurant and the Owl Café are in the south area.)

4. The retail cluster at Furber Ranch Plaza, at the south end of the city, appears to be healthier than the retail/office cluster in the downtown area. This appearance could result in part from occupancies in the Plaza by chain retailers, who may not require that their Cloverdale stores be entirely profitable on a stand-alone basis, but instead are willing to subsidize them with profits from other stores in order to maintain a business presence and a share of the market. Such a strategy would not be possible for most downtown stores, which are independent, single-store establishments.
5. An estimate based on the vacant space inventory provided by the Chamber of Commerce suggests that there are currently about 60,000 square feet of vacant retail and office space in Cloverdale, along Cloverdale Blvd. and the intersecting streets. This inventory does not count the vacant space in Furber Ranch Plaza (two of the smaller spaces), or several properties that are for sale (probably more than 15,000 square feet), nor does it include the King Building (to be constructed), a proposed 15,000 square foot shopping center on Treadway west of South Cloverdale Blvd. (across from Furber Ranch Plaza), or the site currently occupied by the nursery at the southeast corner of S. Cloverdale Blvd. and Brookside.

Of the vacant space, about 46,000 square feet is ground floor space suitable for either retail or office use; the remaining 14,000 square feet is suitable only for office use.

### Support for Existing and Additional Commercial Activity

6. The amount of commercial (retail) space that the population of Cloverdale can support depends on the volume of sales per square foot: the greater the sales per square foot, the less space is required to capture the amount of retail spending available.
7. *Taxable Sales in California, 2007*, published by the State Board of Equalization, reports that taxable sales in retail stores in Cloverdale in that year totaled about \$42 million. Assuming that 50 percent of the total commercial inventory (174,500 square feet) is suitable for retail use, then the citywide sales volume averages \$241 per square foot of retail space.<sup>4</sup>
8. The expected new households in Cloverdale may be expected to bolster support for existing and new retail space. Applying the Projections 2009 estimates of future households and assuming that new households spend, on average, about as much as the existing households, spending on convenience goods would increase by about \$2.1 million between 2009 and 2015, and by about \$7.0 million between 2009 and 2025.

Table 5 summarizes these calculations.

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<sup>4</sup> The average of \$241 per square foot, based on taxable sales, does not account for nontaxable sales of food items, which are estimated to comprise 65 percent of total sales in grocery stores. The *Taxable Sales* series does not provide detail about sales by type of store for cities in Cloverdale's size class. Using this estimate of \$241 per square foot to project future support for retail store space in Cloverdale (below) implicitly assumes that building space devoted to sales of groceries and other nontaxable items will occupy the same proportion of total space in the future as it does now. If the actual proportion is smaller, then nontaxable sales would account for a smaller proportion of total sales, and the amount of new space supported would be smaller than the estimate derived in this paper.

**Table 5**  
**Estimated/Projected Retail Sales in Cloverdale**

	2009	2015	2025
Households <sup>a</sup>	3,795	3,985	4,425
Estimated/Projected Taxable Sales <sup>b</sup>	\$42,015,000	\$44,118,000	\$48,989,000
Change from 2009		\$2,103,000	\$6,974,000

<sup>a</sup> Market area households in 2009, based on California Department of Finance estimate for the City of Cloverdale plus households in the surrounding market area (assumes total market area population of 10,000 residents). Projections for 2015 and 2025 assume addition of households shown in Table 1 (*Projections 2009*).

<sup>b</sup> Based on estimated sales per household of \$11,070 in 2007; not adjusted for inflation.

9. How much new building space would this spending support? Assuming that sales volumes continue to average about \$241 per square foot, the spending increases could support about 8,700 square feet of additional space by 2015 and nearly 29,000 square feet by 2025.

These increases, shown in Table 6, would not be sufficient to occupy existing vacant retail building space in Cloverdale. Therefore, it is optimistic to think that the existing vacant space could be absorbed within the next 5 to 15 years.

10. Public policy initiatives to address climate change could affect consumer behavior. If rising gasoline prices, higher parking fees, or other strategies to discourage driving are implemented, then consumers may seek retail outlets closer to home. Cloverdale households could find advantages to patronizing smaller, local stores that may charge more than national chain stores per item, but deliver merchandise more economically when the cost of travel is included in the price calculation. If they do, then support for new businesses in the city will be boosted.

**Table 6**  
**Potential Future Support for Retail Space**  
**(Existing + New Households, Convenience Goods in Retail Space)**

	2009	2015	2025
Projected households	3,795	3,985	4,425
Projected taxable sales	\$42,015,000	\$44,118,000	\$48,989,000
Space supported @ \$241/sf	174,490	183,224	203,453
Change from existing	0	8,734	28,963

Source: Mundie & Associates, based on Table 5 and footnote 4, above.

11. The same conditions that prompt consumers to seek stores and services closer to home may also prompt them to shop online. At present, retail prices at online stores can be substantially lower than prices in stores, and goods are delivered to the customer's door. The web site Internet Retailer ([internetretailer.com](http://internetretailer.com)) estimates that 6.5 percent of retail sales in 2008 (excluding restaurants, gasoline stations, and fuel sales) were made on the internet. The same

source estimates that retail sales made on the internet grew by 11.7 percent in 2008, compared to overall growth in retail sales of 1.4 percent.<sup>5</sup> Increasing web-based sales would weaken support for store-based retailing.

## IMPLICATIONS FOR THE STATION AREA PLAN

### Preparation and Framework for Development

1. Current economic conditions create challenges for economic development and residential development in the healthiest of communities. In Cloverdale, the current economic situation probably will extend the time horizon of approved and proposed development projects, and is likely to delay residential development proposals.

Cloverdale can capitalize on the current economic slowdown by investing in infrastructure and other redevelopment projects that will lay the groundwork for and help to attract private investment in the future.

- These public investments would be funded with redevelopment funds, federal stimulus funds, and other sources that may be identified.
  - In addition to infrastructure, strategic projects may include civic uses, affordable housing, and commercial uses that are structured as a public-private partnership.
2. To enliven the downtown/station area and attract new businesses that are desired by the community, several strategies may be effective, including:
    - Encouraging other types of uses to replace existing vacant land or commercial buildings outside of the existing commercial nodes (downtown and the south end of Cloverdale Boulevard) through a combination of zoning and other incentives. To the extent that new development in these areas focuses on residential use, market support for retailers will be strengthened by added population; at the same time, commercial uses will be channeled toward the existing nodes, filling in vacant buildings and parcels and thus making these areas more attractive to residents and visiting shoppers.
    - Identifying types of retail uses that are needed in Cloverdale (as identified by the *Downtown Marketing Strategy* and other studies) and assisting the development of those uses and others that may serve as anchors for the downtown commercial cluster.

Average retail sales per square foot estimated in this paper, while sufficient to sustain businesses in existing buildings, may be too low to support construction of new retail space. Because new space has higher construction costs (and, therefore, higher carrying costs) than older space, it is possible that – at least in the near term – new retail development will require public sector assistance in some form and amount.

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<sup>5</sup> Mark Brohan, "Online retailing weathered the storm in 2008 and finished as the retail market's only growth driver," in *The Top 500 Guide*, <http://www.internetretailer.com/article.asp?id=30594>

- Making it possible to add population in and near the downtown area, and encouraging the development of residential uses that bring new residents to these locations. The development opportunity sites at Citrus Fair and Thyme Square could contribute to the supply of residential sites. Some smaller vacant or underdeveloped properties in and near downtown that could also accommodate higher-density housing.

### **Residential Development**

3. Population growth in Cloverdale will support new housing development in the mid- to longer-term, as economic conditions – specifically, housing market corrections and resumption of development mortgage lending by financial institutions – recover. The conditions that have made Cloverdale attractive in the past – relatively less expensive housing and proximity to surrounding open space and agricultural lands – will be supplemented by rail service that enhances accessibility to destinations along the US 101 Corridor to the south and enhanced by near-term investment that may be achieved in the downtown/station area.
4. Planning for and encouraging the production of higher-density housing as part of the station area plan will serve multiple functions: it will
  - help support downtown retail uses (downtown will be the most convenient shopping location for residents of new housing in and near downtown).
  - put people on the street, creating a more active, vital appearance in downtown which, in itself, enhances interest in and appeal of the district.
  - help support the selection of Cloverdale as the northern anchor for the SMART train, which in turn will support higher property values.
  - begin to create a new vision of Cloverdale as a destination, which could be an asset in attracting more tourist activity.
  - fit on smaller sites within and near downtown that may not be large enough to accommodate civic or commercial uses.
5. Higher-density housing on close-in sites could be targeted to several of the socioeconomic groups that have been attracted to Cloverdale in the past, including:
  - Retiree households
  - Lower- and moderate-income workforce households

Housing targeted to both of these groups may require some public assistance.

As downtown revitalization occurs and SMART train service begins, higher-density housing in the downtown/station area plan area may also become attractive to start-up households or empty nesters who have at least one household member employed near a station elsewhere along the US 101 Corridor and who can afford to pay Cloverdale's market price.

### **Commercial Development**

6. Formulate and implement an urban design strategy that emphasizes the market niche best served by a small-city downtown: that of a distinctive shopping area, attuned to local needs

and the character and image of the community, where businesses are primarily locally-owned and where public spaces allow people to meet, greet, and perhaps linger for longer visits in an attractive environment. The streetscape improvements that have already been installed are a good first step. Further steps may include attention to façade conditions, signage, street lighting, and street furniture, and adoption of design guidelines oriented toward maximizing the downtown/station area's attractiveness to pedestrians while providing for sufficient convenient parking.

7. Attraction of an "anchor tenant" to the downtown area would draw additional shoppers to the district. Anchor tenants are business that attract shoppers specifically to patronize that business. They include, for example, grocery stores and drug stores; in larger markets, they also include department stores.

Recognizing that vacant parcels within the downtown core (north of Lake Street) may be too small to accommodate an anchor, sites close to the core area, with good potential for pedestrian connections, would be desirable.

Similarly, it is important that existing public uses that serve anchor-like functions, such as the post office and municipal offices, be retained in the downtown area.

8. A vision that includes new civic space (e.g., police station and city offices) must recognize the challenges of backfilling the space that would be vacated by the existing public uses.

A modular/multi-focal concept for the new civic space would allow the city to develop it incrementally over time, and would allow for the distribution of public offices throughout the downtown area in a manner that could create/reinforce a pedestrian network (providing an attractive context for existing and new retail uses) and draw users/patrons to multiple locations in the downtown area (thus supporting retail uses there).

9. Niche lodging opportunities, including (for example) vacation rental houses and/or structured vacation activities with extended stays (e.g., a weekend or week-long cooking and wine-tasting course), may be considered as a means to bringing additional visitors to downtown Cloverdale to bolster support for downtown businesses. Such opportunities would be targeted to a different market segment from the visitors who currently stay at more conventional accommodations within the city.

10. Existing downtown buildings provide advantages for locally-owned businesses, some of which are start-ups, because they may be profitable to their owners even when leased at rental rates that are lower than those that would be required to support new construction or that would be demanded in a shopping center. Occupancy of these vacant buildings would benefit the downtown business community, because it would bolster the critical mass of downtown businesses and eliminate the "dead" spaces that dilute a downtown shopping experience.

Recognizing these conditions, the Chamber or a group of downtown merchants (see #8, below) should work with owners of existing vacant structures on a strategy that would achieve occupancy of their buildings.

### **Public-Private Coordination**

11. Downtown businesses must take responsibility for enhancing the image of downtown and strengthening its ability to attract shoppers, diners, and other visitors. This effort may include, for example, coordinated hours of operation, coordinated advertising both within and beyond Cloverdale, new events and broader event promotion; in short, a form of operation that mirrors the operation of a shopping center (in which a single owner adopts and enforces policies that strengthen retail attractiveness).

An effort by downtown businesses would complement business development and attraction work that is currently undertaken by the Chamber of Commerce. Because the Chamber represents all member businesses, it is not as well equipped to promote downtown to the exclusion of other areas.

12. The City and its locally-owned businesses should work with the Small Business Center at Santa Rosa Junior College to establish a downtown Cloverdale location that will provide technical assistance and training to local entrepreneurs, with a focus on concepts and skills suitable to small-town downtown retail and restaurant businesses.



## APPENDIX A INCOME LIMITS FOR HOUSEHOLDS ELIGIBLE TO OCCUPY AFFORDABLE HOUSING SONOMA COUNTY, 2009

### Annual Income

Household Size (Number of Occupants)	1	2	3	4
Extremely Low Income (30% of Median)	\$16,850	\$19,250	\$21,650	\$24,050
Very Low Income (50% of Median)	28,050	32,100	36,100	40,100
Low Income (80% of Median)	44,800	51,200	57,600	64,000
Median	56,150	64,150	72,200	80,200
Moderate Income (120% of Median)	67,400	77,000	86,650	96,250

## APPENDIX B COMMUTE PATTERNS FOR CLOVERDALE RESIDENTS AND WORKERS, 2000

**Table B1  
 Place of Residence for Workers Employed in Cloverdale, 2000**

Place of Residence	Number	Percent
Cloverdale	830	56%
Remainder of Sonoma County	250	17%
Santa Rosa	205	14%
Larkfield-Wikiup	30	2%
Remainder of Mendocino County	25	2%
Healdsburg	20	1%
Sebastopol	20	1%
Rohnert Park	15	1%
Roseland	15	1%
Boyes Hot Springs	10	1%
Clearlake	10	1%
Forestville	10	1%
Petaluma	10	1%
Windsor	10	1%
San Carlos	4	0%
Ukiah	4	0%
Willits	4	0%
Remainder of Lake County	4	0%
Remainder of Napa County	4	0%
<b>Total</b>	<b>1,480</b>	<b>100%</b>

Note: "Remainder of County" means a location outside of incorporated jurisdictions or other Census Designated Places.

Source: U.S. Census, 2000, from ABAG spreadsheet titled "JourneytoWork2000PlaceFlow.xls"

**Table B2**  
**Place of Employment for Workers Living in Cloverdale, 2000**

Place of Work	Number	Percent
Cloverdale	830	27%
Remainder of Sonoma County	800	26%
Santa Rosa	690	23%
Healdsburg	130	4%
Windsor	125	4%
Rohnert Park	80	3%
Petaluma	70	2%
Remainder of Mendocino County	50	2%
Roseland	45	1%
Ukiah	30	1%
Sonoma	25	1%
Remainder of Napa County	25	1%
Lakeport	20	1%
Boyes Hot Springs	15	0%
Cotati	10	0%
Napa	10	0%
Oakland	10	0%
San Francisco	10	0%
San Rafael	10	0%
Sebastopol	10	0%
Remainder of Lake County	10	0%
Remainder of Marin County	10	0%
Newark	4	0%
<b>Total</b>	<b>3,019</b>	<b>100%</b>

Note: "Remainder of County" means a location outside of incorporated jurisdictions or other Census Designated Places.

Source: U.S. Census, 2000, from ABAG spreadsheet titled "JourneytoWork2000PlaceFlow.xls"

## APPENDIX C

### HOUSING VALUES ALONG THE US 101 CORRIDOR, 2000

City or Community	County	Median value (dollars) for Owner-Occupied Units
Belvedere city	Marin County	\$1,000,000+
Ross town	Marin County	1,000,000+
Tiburon town	Marin County	1,000,000+
Kentfield CDP	Marin County	907,300
Sausalito city	Marin County	786,200
Mill Valley city	Marin County	746,200
Larkspur city	Marin County	663,000
Tamalpais-Homestead Valley CDP	Marin County	609,100
Corte Madera town	Marin County	561,300
San Anselmo town	Marin County	507,300
San Rafael city	Marin County	477,100
Lucas Valley-Marinoood CDP	Marin County	454,800
San Geronimo CDP	Marin County	432,700
Fairfax town	Marin County	418,300
San Francisco city	San Francisco	396,400
Novato city	Marin County	381,400
Larkfield-Wikiup CDP	Sonoma County	294,700
Petaluma city	Sonoma County	289,500
Windsor town	Sonoma County	268,200
Healdsburg city	Sonoma County	263,800
Santa Rosa city	Sonoma County	245,000
Rohnert Park city	Sonoma County	237,300
Cotati city	Sonoma County	231,500
<b>Cloverdale city</b>	<b>Sonoma County</b>	<b>214,600</b>
Roseland CDP	Sonoma County	186,800

## APPENDIX D COMPARISON OF PROJECTIONS 2007, PROJECTIONS 2009, AND THE “ADJUSTED PROJECTION”

As noted at the beginning of this memo, the market analysis completed by Mundie & Associates in May, 2009 recognized that ABAG’s *Projections 2007* were too aggressive for Cloverdale given recent economic conditions, and used an “adjusted projection” as the basis for conclusions and recommendations about future growth and support for new retail space in the Station Area and Downtown.

This appendix provides a snapshot comparison of *Projections 2007*, *Projections 2009*, and the adjusted projection. Its purpose is to enable readers to trace the change in the forecasts and findings that resulted with the substitution of *Projections 2009* for the adjusted projection in this September revision to the market analysis memorandum report.

**Table D1  
 Population and Household Growth, Cloverdale  
 (corresponds to portion of Table 1)**

*Projected Growth*

	<i>Projections 2009</i>		<i>Adjusted Projection*</i>		<i>Projections 2007</i>	
	2015	2025	2015	2025	2015	2025
<b>Population</b>	9,700	10,800	10,200	10,900	10,600	12,000
Change from 2010	500	1,600	400	1,100	800	2,200
<i>Per Year</i>	100	107	80	83	160	147
<b>Households</b>	3,590	4,030	3,790	4,095	3,960	4,570
Change from 2010	190	630	170	475	340	950
<i>Per Year</i>	38	42	34	32	68	63

\* Mundie & Associates’ adjustment to *Projections 2007*. Note that the change from 2010 is smaller in the adjusted projection than in *Projections 2009* even though the absolute number is greater, because the adjusted projection is based on the (higher) *Projections 2007* population and households in 2010.

Sources: Historic data from California Department of Finance, Table E-5, City/County Population and Housing Estimates; *Projections 2009* and *Projections 2007* from ABAG; Adjusted Projection from Mundie & Associates (assumes 50 percent of the growth projected by ABAG in *Projections 2007*).

**Table D2**  
**(corresponds to Table 5)**  
**Estimated/Projected Retail Sales in Cloverdale**  
**(Dollar Amounts in 000s)**

	<i>Projections 2009</i>			<i>Adjusted Projection*</i>		
	<b>2009</b>	<b>2015</b>	<b>2025</b>	<b>2009</b>	<b>2015</b>	<b>2025</b>
Households <sup>a</sup>	3,795	3,985	4,425	3,795	3,965	4,270
Estimated/Projected Taxable Sales <sup>b</sup>	\$42,015	\$44,118	\$48,989	\$42,015	\$43,897	\$47,273
Change from 2009		\$2,103	\$6,974		\$1,882	\$5,258

\* Mundie & Associates' adjustment to *Projections 2007*.

<sup>a</sup> Market area households in 2009, based on California Department of Finance estimate for the City of Cloverdale plus households in the surrounding market area (assumes total market area population of 10,000 residents). Projections for 2015 and 2025 assume addition of households shown in Table 1 (*Projections 2009*).

<sup>b</sup> Based on estimated sales per household of \$11,070 in 2007; not adjusted for inflation.

**Table D3**  
**Potential Future Support for Retail Space**  
**(Existing + New Households, Convenience Goods in Retail Space)**  
**(Dollar Amounts in 000s)**  
**(corresponds to Table 6)**

	<i>Projections 2009</i>			<i>Adjusted Projection*</i>		
	<b>2009</b>	<b>2015</b>	<b>2025</b>	<b>2009</b>	<b>2015</b>	<b>2025</b>
Projected households	3,795	3,985	4,425	3,795	3,965	4,270
Projected taxable sales	\$42,015	\$44,118	\$48,989	\$42,015	\$43,897	\$47,273
Space supported @ \$241/sf	174,490	183,224	203,453	174,490	182,306	196,328
Change from existing		8,734	28,963		7,816	21,838

\* Mundie & Associates' adjustment to *Projections 2007*.

Source: Mundie & Associates, based on Table 5 and footnote 4, above.

# 3. PARKING ANALYSIS

Prepared by  
**NELSON NYGAARD**





CITY OF CLOVERDALE

# Cloverdale Station Area

## Final Transportation Management Plan

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October 2009

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consulting associates



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## Introduction

The Cloverdale Station Area Plan establishes a vision for new development in the station area to complement the provision of SMART train rail service to the City that is expected to begin in 2014. Cloverdale's existing development pattern, the outcome of its small town history, maintained through public policy, includes a focused downtown that is walkable from adjacent, closely-built residential areas - the urban form typically prescribed for successful integration of transit. Cloverdale's existing residential/downtown relationship is one of the assets the city brings to its future role as the northern anchor of the SMART train.

This report contains comprehensive recommendations for parking, transit and transportation demand management to effectively manage growth in the station area (including the downtown) by emphasizing innovative transportation measures to mitigate congestion. To develop the recommendations, we began by considering a broad array of approaches, keeping in mind Cloverdale's overall goals of creating a lively, economically successful downtown and station area district, while minimizing parking and traffic impacts. We then narrowed our focus to an integrated set of parking, transit and transportation demand management strategies which we deemed, based upon our professional experience with similar projects, to be most feasible for managing the area's transportation assets while encouraging economic growth. Although we realize the following plan contains far-reaching proposals for transportation issues Cloverdale does not currently experience, it is designed to serve as a long-term strategy to help the City coordinate its policies in a phased manner.

## Transportation Management Plan

The transportation management plan outlined in this report is designed to provide an economically efficient transportation plan for Cloverdale's station area. This efficiency is important not only for the actual cost of generating and maintaining transportation resources, but also for the economic development that can be facilitated by a well-planned system. We have recommended several measures to enhance the station area's mobility options, broken down by area – downtown, new transit-oriented development, and the station itself:

### Downtown:

- Recommendation 1: Manage Downtown parking.

### Transit Oriented Development:

- Recommendation 2: Require the unbundling of parking costs from the price of housing or commercial leases.
- Recommendation 3: Reduce, or eliminate, minimum parking requirements
- Recommendation 4: Implement residential parking permits or a parking benefit district
- Recommendation 5: Require Parking Cash Out
- Recommendation 6: Require a Guaranteed Ride Home program for those using parking cash-out
- Recommendation 7: Provide Universal Transit Passes

**SMART Station:**

- Recommendation 8: Introduce paid parking at the station
- Recommendation 9: Coordinate local and regional transportation

Since Cloverdale does not currently suffer from severe transportation problems, these recommendations should be considered in a phased approach. Figure 1 illustrates the phased implementation of each recommendation.

**Figure 1 Summary of Recommendations**

Recommendation	Now	With SMART Service	Future
1. Manage Downtown Parking	Monitor availability	If occupancy exceeds 85%, then implement paid parking	Continue monitoring availability and adjusting price to achieve 85% occupancy on each block
2. Unbundling	Adjust zoning code for entire station area	Continue	Continue
3. Parking Requirements	Modify code to create a blend of minimum and maximum requirements	Continue	Consider eliminating minimums
4. Residential Parking Permits	Discuss potential with residents as new development applications appear	If spillover, implement residential parking permit district in affected neighborhoods	Consider implementing residential parking benefit district
5. Parking Cash Out	Encourage companies to adopt Parking Cash Out	Require compliance with Parking Cash Out state law	Continue enforcement of state law
6. Guaranteed Ride Home	Require Guaranteed Ride Home program for new commercial developments with Parking Cash Out	Continue	Continue
7. Universal Transit Passes	Investigate feasibility of Universal Transit Pass program with Sonoma County Transit and SMART	Implement when available	Implement when available
8. Manage Station Parking	Monitor availability	If demand exceeds supply then implement paid parking	Continue monitoring availability and adjusting price to achieve 95% occupancy
9. Coordinate Transit	Initiate talks with regional and local transit	Require integration of transit stops and times	Continue

## Downtown

### Recommendation 1: Manage Downtown Parking

**Goals:** 1) Efficiently manage demand for parking while accommodating visitor, commuter, and resident parking needs, and 2) *Put customers first:* create vacancies and turnover of the most convenient “front door” curb parking spaces to ensure availability for customers and visitors.

**Recommendations:**

1. Annually monitor on- and off-street public spaces and begin pricing parking when peak occupancy rates regularly hit 85%. Ordinance language should be passed that will grant planning staff the authority to raise or lower prices to meet the 85% target. It is important to note, however, that this is a long-term strategy for when the downtown experiences sufficient demand to warrant priced parking.
2. When pricing does get implemented, mandate that the revenues from those meters get returned to the downtown, which should be defined by a specific boundary. This will build support for meters and improve the downtown.
3. If pricing causes problems with spillover parking in adjacent residential neighborhoods, recommend implementing a residential permit or benefit district if it passes by a vote of neighbors.

**Discussion:** While Cloverdale does not currently have a shortage of parking, it is worth preempting the parking problems that can follow in the footsteps of increased development with a greater numbers of residents, visitors and businesses competing for parking spaces. Often, downtowns and mixed-use districts do not experience parking shortages so much as a lack of pricing incentives and information to direct motorists to where parking is available. Always available, convenient, on-street customer parking is of primary importance for ground-level retail to succeed. To create vacancies and rapid turnover in the best, most convenient, front-door parking spaces, it is crucial to have price incentives to persuade some drivers to park in the less convenient spaces: higher prices for the best spots, cheap or free for the less convenient, currently underused lots.

Motorists can be thought of as falling into two primary categories: bargain hunters and convenience seekers. Convenience seekers are more willing to pay for an available front-door spot. Many shoppers and diners are convenience seekers: they are typically less sensitive to parking charges because they stay for relatively short periods of time, meaning that they will accumulate less of a fee than an employee or other all-day visitor. By contrast, many long-stay parkers, such as employees, find it more worthwhile to walk a block to save on eight hours worth of parking fees. With proper pricing, the bargain hunters will choose currently underutilized lots, leaving the prime spots free for those convenience seekers who are willing to spend a bit more. For merchants, it is important to make prime spots available for these people: those who are willing to pay a small fee to park are also those who are willing to spend money in downtown stores and restaurants.

### What are the alternatives to charging for parking?

The primary alternative that cities can use to create vacancies in prime parking spaces is to set time limits, and give tickets to violators. Time limits, however, bring several disadvantages:

enforcement of time limits is labor-intensive and difficult, and employees, who quickly become familiar with enforcement patterns, often become adept at the "two hour shuffle", moving their cars regularly or swapping spaces with a coworker several times during the workday. Even with strictly enforced time limits, if there is no price incentive to persuade employees to seek out less convenient, bargain-priced spots, employees will probably still park in prime spaces.

For customers, strict enforcement can bring "ticket anxiety", the fear of getting a ticket if one lingers a minute too long. As Dan Zack, Downtown Development Manager for Redwood City, CA, puts it, "Even if a visitor is quick enough to avoid a ticket, they don't want to spend the evening watching the clock and moving their car around. If a customer is having a good time in a restaurant, and they are happy to pay the market price for their parking spot, do we want them to wrap up their evening early because their time limit wasn't long enough? Do we want them to skip dessert or that last cappuccino in order to avoid a ticket?"

A recent Redwood City staff report summarizes the results found in downtown Burlingame, California:

*In a recent "intercept" survey, shoppers in downtown Burlingame were asked which factor made their parking experience less pleasant recently... The number one response was "difficulty in finding a space" followed by "chance of getting a ticket." "Need to carry change" was third, and the factor that least concerned the respondents was "cost of parking." It is interesting to note that Burlingame has the most expensive on-street parking on the [San Francisco] Peninsula (\$.75 per hour) and yet cost was the least troubling factor for most people.*

This is not an isolated result. Repeatedly, surveys of shoppers have shown that the *availability* of parking, rather than price, is of prime importance.

### What is the right price for parking?

If prices are used to create vacancies and turnover in the prime parking spots, then what is the right price? An ideal occupancy rate is approximately 85% at even the busiest hour, a rate which leaves about one out of every seven spaces available, or approximately one empty space on each block face. This provides enough vacancies that visitors can easily find a spot near their destination when they first arrive. For each block and each parking lot in the district, the right price is the price that will achieve this goal. This means that pricing should not be uniform: the most desirable spaces need higher prices, while less convenient lots are cheap or may even be free. Prices should also vary by time of day and day of week: for example, higher at noon, and lower at midnight.

Ideally, parking occupancy for each block and lot should be monitored carefully, and prices adjusted regularly to keep enough spaces available. In short, prices should be set at market rate, according to demand, so that just enough spaces are always available. Professor Donald Shoup of UCLA advocates setting prices for parking according to the "Goldilocks Principle":

*The price is too high if many spaces are vacant, and too low if no spaces are vacant. Children learn that porridge shouldn't be too hot or too cold, and that beds shouldn't be too soft or too firm. Likewise, the price of curb parking shouldn't be too high or too low. When about 15 percent of curb spaces are vacant, the price is just right. What alternative price could be better?*



If this principle is followed, then there need be no fear that pricing parking will drive customers away. After all, when the front-door parking spots at the curb are entirely full, under-pricing parking cannot create more curb parking spaces for customers, because it cannot create more spaces. And, if the initial parking meter rate on a block is accidentally set too high, so that there are too many vacancies, then a policy goal of achieving an 85% occupancy rate will result in lowering the parking rate until the parking is once again well used (including making parking free, if need be).

**Establish Parking Benefit District: Dedicate parking revenues to public improvements and services that benefit the downtown area.**

Net revenues from paid parking in the Commercial Parking Benefit District should fund public improvements that benefit the downtown area. ("Net revenues" means total parking revenues from the area, less revenue collection costs, such as purchase and operation of the meters, enforcement and the administration of the district.) If parking revenues seem to disappear into the City's General Fund, where they may appear to produce no direct benefit for the downtown area, there will be little support for installing parking meters, or for raising rates when needed to maintain decent vacancy rates. But when downtown merchants and property owners can clearly see that the monies collected are being spent for the benefit of their blocks, on projects that they have chosen, they become willing to support market rate pricing -- and if experience from other cities is any guide, many will become active advocates for the concept.

To ensure such continuing support for a Commercial Parking Benefit District and for continuing to charge fair market rates for parking, it is crucial to give stakeholders a strong voice in setting policies for the district, deciding how downtown parking revenues should be spent, and overseeing the operation of district to ensure that the monies collected from their customers are spent wisely.

To accomplish this, the City Council should establish an advisory board, which advises the City on policies and expenditures of meter revenue. City Council would appoint the members of the advisory board, with the recommended composition including downtown business and property owners and other leaders). In particular, the advisory board should advise City Council how the community would like the meter revenue spent in the downtown. City Council should retain final approval over all expenditures. Bonding against future revenue (i.e. issuing revenue bonds) will enable to fund larger capital projects (including the cost of the meters) in the early stages of implementing the Parking Benefit District.

Potential uses for Parking Benefit District revenues in the downtown area include public improvements such as additional landscaping, street cleaning, pedestrian and bicycle infrastructure. It could also extend to services such as additional security or police patrols, additional parking enforcement or marketing and promotion of the district.

## Transit Oriented Development

The following section makes policy recommendations for all new developments within the station area (within 3000 feet of the station). Standard zoning rules are often applied to developments located near transit facilities, making them simply transit-adjacent rather than transit-oriented. For example, high minimum parking requirements will deter transit use, even if the development in question is adjacent to a train station. To be truly effective, transit-oriented development (TOD) needs to be accompanied by a group of supportive policies that will ensure a successful, livable and sustainable neighborhood and offer people real alternatives.

### Recommendation 2: Require the unbundling of parking costs from the price of housing or commercial leases.

**Goal:** Support regional transportation alternatives, lower vehicle ownership within TOD development and support environmental goals.

**Recommendation:** Require all residential and commercial development to “unbundle” the full cost of parking from the cost of the housing or commercial space, by creating a separate parking charge.

**Discussion:** Parking costs are generally subsumed into the sale or rental price of commercial space and housing for the sake of simplicity, and because that is the more traditional practice in real estate. But although the cost of parking is often hidden in this way, parking is never free.

Looking at parking as a tool to achieve revitalization goals requires some changes to status quo practices, since providing anything for free or at highly subsidized rates encourages use and means that more parking spaces have to be provided to achieve the same rate of availability.

For all commercial space and housing, the full cost of parking should be unbundled from the cost of the commercial space and housing, by creating a separate parking charge. This provides a financial reward to residents who decide to dispense with one of their cars and employers who opt to lease less parking. Unbundling parking costs changes parking from a required purchase to an optional amenity, so that employers and residents can freely choose how many spaces they wish to lease. Among households with below-average vehicle ownership rates (e.g., low-income people, singles and single parents, seniors on fixed incomes, and college students), allowing this choice can provide a substantial financial benefit.

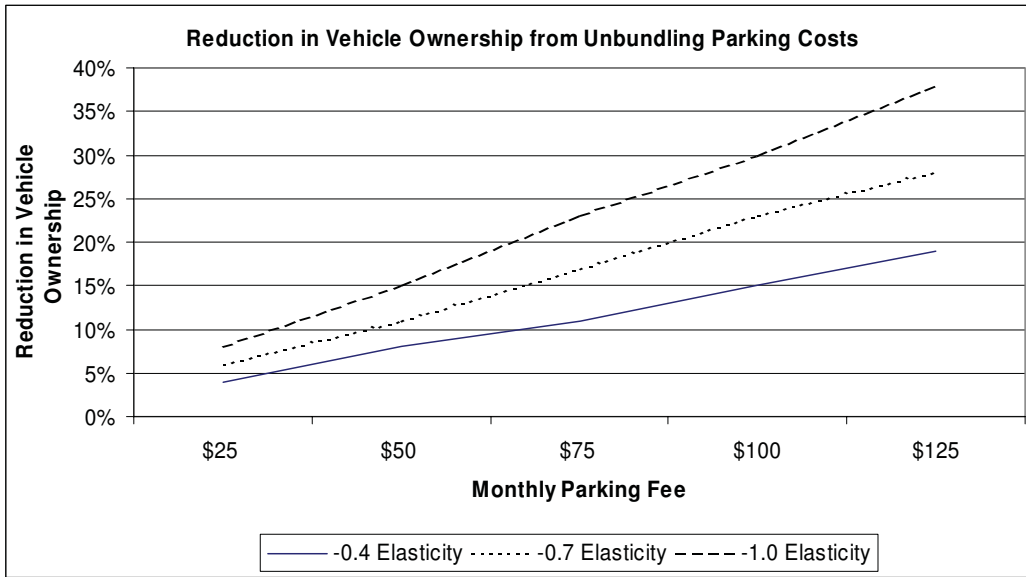
It is important to note that construction costs for residential parking spaces can substantially increase the sale/rental price of housing. This is because the space needs of residential parking spaces can restrict how many housing units can be built within allowable zoning and building envelope. For example, a study of Oakland’s 1961 decision to require one parking space per apartment (where none had been required before) found that construction cost increased 18% per unit, units per acre decreased by 30% and land values fell 33%.<sup>1</sup>

Charging separately for parking is also the single most effective strategy to encourage households to own fewer cars, and rely more on walking, cycling and transit. According to one

<sup>1</sup> Bertha, Brian. “Appendix A” in *The Low-Rise Speculative Apartment* by Wallace Smith UC Berkeley Center for Real Estate and Urban Economics, Institute of Urban and Regional Development, 1964.

study, unbundling residential parking can significantly reduce household vehicle ownership and parking demand.<sup>2</sup> These estimated effects are presented in Figure 2.

**Figure 2 Reduced vehicle ownership with unbundled residential parking**



Source: Litman, Todd. "Parking Requirement Impacts on Housing Affordability." Victoria Transport Policy Institute, 2004.

It is critical that residents and tenants are made aware that rents, sale prices and lease fees are reduced because parking is charged for separately. Rather than paying "extra" for parking, the cost is simply separated out – allowing residents and businesses to choose how much they wish to purchase. No tenant, resident, employer or employee should be required to lease any minimum amount of parking.

### Recommendation 3: Reduce, or eliminate, minimum parking requirements

**Goal:** Remove barriers to new development in the downtown area; encourage efficiently shared public parking rather than many small, inefficient private lots; and create a healthy market for parking, where parking spaces are bought, sold, rented and leased like any normal commodity.

**Recommendation:** Revise City Code section 18.09.060 to create a blend of minimum and maximum parking requirements to reduce the costs of unnecessary parking supply and promote the sharing of spaces to increase efficiencies (see discussion below for specifics).

**Discussion:** In order for Cloverdale to realize its goals for the development of the station area as a walkable district, the City's parking policies must support those goals.

Minimum parking requirements, however, have emerged as one of the biggest obstacles to many cities' efforts to encourage new residential and commercial development in their revitalizing

<sup>2</sup> Litman, Todd. "Parking Requirement Impacts on Housing Affordability." Victoria Transport Policy Institute, 2004.

downtown areas. As UCLA professor Don Shoup describes it, "Parking requirements cause great harm: they subsidize cars, distort transportation choices, warp urban form, increase housing costs, burden low-income households, debase urban design, damage the economy, and degrade the environment... [O]ff-street parking requirements also cost a lot of money, although this cost is hidden in higher prices for everything except parking itself."

The one useful purpose that minimum parking requirements do currently serve is to prevent spillover parking, the phenomenon of commuters filling up commercial on-street parking spaces, and then spilling over into adjacent residential areas. However, once the recommendations of this plan are in place, market-rate prices for on-street parking will ensure that ample vacancies exist on the street. On the adjacent residential streets, a residential parking benefit district will ensure that unwanted spillover parking is prevented there as well. Once these two key policies have been implemented, imposing minimum parking requirements becomes superfluous.

Minimum parking requirements are particularly inappropriate for mixed-use districts. Minimum parking requirements are typically based on parking demand observed in auto-oriented suburban areas with no transit service, where all parking is free and walking and biking is uncommon.

For example, average peak parking demand rates for downtown land uses cited in the Institute for Transportation Engineers' Parking Generation Manual (the most common basis for parking requirements) are well above three spaces per 1,000 square feet, with restaurants cited as needing more than 13 spaces per 1,000 square feet.<sup>3</sup>

However, our review of parking demand of the "Main Street districts" in small and mid-sized cities found that parking occupancy rates for the successful mixed-use downtowns investigated ranged from just 1.6 to 1.9 spaces per 1,000 square feet of non-residential built area (see Figure 3). The current parking requirements in Cloverdale mandate one parking space per 300 square feet for offices (3.3 parking spaces per 1,000 square feet) and 10 spaces per 1,000 square feet for restaurants<sup>4</sup>.

Given the differences in parking demand between mixed-use Main Street districts and conventional suburban developments, conventional suburban parking requirements should not be applied to mixed use districts.

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<sup>3</sup> *Parking Generation*, 3rd ed., Institute of Transportation Engineers, 2004.

<sup>4</sup> *Cloverdale Municipal Code*, 18.09.060 *Off-street parking requirements by land use*.

**Figure 3 Summary of parking occupancy in four Main Street districts**

	Mode Split <sup>1</sup>							Occupied Parking Spaces per 1,000 Sq.Ft. <sup>3</sup>
	Drove Alone	2 or More Person Carpool	Transit	Bicycle	Walked	Other Means	Worked at Home	
Chico	61%	12%	1%	11%	13%	1%	1%	1.7
Palo Alto	80%	9%	4%	3%	3%	1%	0%	1.9
Santa Monica	74%	11%	11%	1%	2%	1%	0%	1.8
Kirkland, WA <sup>2</sup>	77%	12%	4%	0%	2%	1%	4%	1.6

<sup>1</sup> Source: Census Transportation Planning Package (CTPP) 2000.

<sup>2</sup> Commuter mode split for Kirkland, Washington is not limited to the main street district, but covers commuting to the entire city, due to lack in data from CTPP 2000.

<sup>3</sup> Sq. Ft. refers to occupied non-residential built area in Chico and Palo Alto and both vacant and occupied non-residential built area in Santa Monica and Kirkland.

Instead, minimum parking requirements for downtowns and main-street districts should be reduced or modified to encourage the sharing of parking resources. The following section provides detailed language that can be incorporated into the City Code.

## Parking Regulatory Language

### Definitions

#### *Reserved Parking*

- Parking not available to the public, but only to specifically identified users (either a single user per space or a set of users for a group of spaces), whether for free or at a fee, that shall not exceed the prevailing market rate.

#### *Shared Parking*

- Parking available to the public on an unreserved basis for free, or at the same fee for all users, which shall not exceed the prevailing market rate. Time limits may be imposed to ensure turnover. Hours of public availability may also be restricted.

### Regulations

#### *Minimum Parking*

- Sites under 20,000 square feet in land area have no minimum parking requirements.
- Sites over 20,000 square feet in land area have the following requirements:
  - A minimum of 1 and 1/8 parking spaces per residential unit, of which a minimum of 1/8 parking space per residential unit shall be provided as Shared Parking.
  - A minimum of one space per 1,000 square feet of non-residential Gross Floor Area (GFA) shall be provided as Shared Parking.
  - New on-street parking spaces created in conjunction with the development which did not previously exist, may be counted toward the minimum requirement for Shared Parking. Any limitations on the Shared Parking (time limits or hours of the day) shall be subject to approval by the Zoning Administrator which shall be given upon a finding that at least 12 hours of public parking are provided in any 24-hour period and that at least 8 of those hours are provided during either business or nighttime hours

depending on whether the Zoning Administrator determines that the primary public use will be for commercial or residential uses.

#### *Maximum Parking*

- A maximum of one space per 1,000 square feet of non-residential GFA or two spaces per residential unit may be made available for Reserved Parking.
- There are no set maximum limits for Shared Parking.
- Reserved Parking above the maximum may be provided upon payment of a fee to the City. The City Manager shall establish the amount of payment annually based on the approximate cost to build surface parking.

### **Recommendation 4: Implement residential parking permits or a parking benefit district**

**Goal:** To ensure that residential streets in neighborhoods adjacent to busy commercial districts are not unreasonably burdened by spillover parking, and to promote efficient use of available parking spaces.

**Recommendation:** If new parking requirements cause problems for adjacent residential neighborhoods, implement a residential permit or preferably a parking benefit district if it passes by a vote of neighbors.

**Discussion:** Though parking demand in Cloverdale's station area is not currently high enough to create problems for surrounding neighborhoods, increased demand for parking will be one of the consequences of planned development. The City should therefore make plans to accommodate this new growth without negatively affecting existing residents. In order to prevent spillover parking in residential neighborhoods, many cities implement residential parking permit (RPP) districts (also known as preferential parking districts) by issuing a certain number of parking permits to residents usually for free or a nominal fee. These permits allow the residents to park within the district while all others are prohibited from parking there for more than a few hours, if at all.

The process for developing a residential parking permit program varies by locale. In most jurisdictions, neighborhood residents initiate the process by requesting that city staff conduct a parking occupancy study to determine if there is a lack of sufficient on-street parking for neighborhood residents. The definition of sufficient parking varies, but standard is 85% percent occupancy. If it is determined that a RPP is necessary, residents living in the proposed boundaries of the RPP will typically vote for or against implementation. The percentage of favorable votes varies by city, but at a minimum it requires 50 plus one percent.

The level of formality for establishing RPP varies by locale as well. In some cities the process for establishing or altering a RPP is outlined in the municipal code. In other jurisdictions city staff has established a formalized process which is not stated in the municipal code.

Residential parking permit districts are typically implemented in residential districts near large traffic generators such as central business districts, educational, medical, and recreational facilities, entertainment centers, and transit stops or park-and-ride stations. Residents in areas that have significant on-street commuter parking may have concerns about the availability of

parking for themselves and their guests, traffic safety, emergency vehicle access, and impacts on delivery and other basic services. However, residential parking permit districts do have several limitations.

Most notably, conventional residential permit districts often issue an unlimited number of permits to residents without regard to the actual number of curb parking spaces available in the district. This leads to a situation in which on-street parking is seriously congested, and the permit functions solely as a “hunting license”, simply giving residents the right to hunt for a parking space with no guarantee that they will actually find one. (An example of this is Boston’s Beacon Hill neighborhood, where the City’s Department of Transportation has issued residents 3,933 permits for the 983 available curb spaces in Beacon Hill’s residential parking permit district, a 4-to-1 ratio.)

An opposite problem occurs with conventional residential permit districts in situations where there actually are surplus parking spaces (especially during the day, when many residents are away), but the permit district prevents any commuters or employees from parking in these spaces even if demand is high and many motorists would be willing to pay to park in one of the surplus spaces.

One way to address these subsequent problems is to create a parking benefits district, which can be implemented on its own or in conjunction with a residential parking permit district. A parking benefit district is created by metering the on-street parking (either with pay stations on the periphery of the neighborhood or with the traditional parking meters) and dedicating the revenue, less City expenses for maintenance and enforcement, towards improvements in the neighborhood that promote walking, cycling and transit use, such as sidewalks, curb ramps, bicycle lanes and street lighting. Residents may purchase monthly permits, though the City must be careful not to issue more permits than existing spaces. In addition, commuters are welcome to park at metered spaces or purchase monthly commuter permits. In this way available parking is most efficiently utilized because while residents don’t have to compete with surrounding areas for parking spaces, some commuters are permitted to park during the day while residents are at work.

## **Recommendation 5: Require Parking Cash Out**

**Goal:** Subsidize all employee commute modes equally and create incentives for commuters to carpool, take transit, and bike or walk to work.

**Recommendation:** Require all employers that provide subsidized employee parking to offer their employees the option to “cash out” their parking subsidy.

**Discussion:** Many employers in California provide free or reduced price parking for their employees as a fringe benefit. Under a parking cash-out requirement<sup>5</sup>, employers will be able to continue this practice *on the condition that they offer the cash value of the parking subsidy to any employee who does not drive to work.*

The cash value of the parking subsidy should be offered in one of two forms:

<sup>5</sup> California Health and Safety Code, § 43845. Parking cash-out program.

- A transit/vanpool subsidy equal to the value of the parking subsidy (of which up to \$230 per month is tax-free for both employer and employee)<sup>6</sup>
- A bicycle subsidy equal to the value of the parking subsidy (of which up to \$20 per month is tax-free for both employer and employee)
- A taxable carpool/walk subsidy equal to the value of the parking subsidy

### Benefits of Parking Cash Out

The benefits of parking cash out are numerous, and include:

- Provides an equal transportation subsidy to employees who ride transit, carpool, vanpool, walk or bicycle to work. The benefit is particularly valuable to low-income employees, who are less likely to drive to work alone.
- Provides a low-cost fringe benefit that can help individual businesses recruit and retain employees.

In addition to these benefits, the primary benefit of parking cash-out programs is their proven effect on reducing auto congestion and parking demand. Figure 4 outlines key research on commuter responsiveness to financial incentive programs implemented throughout the United States. The studies illustrate programs implemented in cities, colleges and by individual employers, covering tens of thousands of employees and hundreds of firms. The findings show that, even in suburban locations with little or no transit, financial incentives can substantially reduce parking demand. On average, a financial incentive of \$70 per month reduced parking demand by over one-quarter. At the University of Washington, a financial incentive of just \$18 per month reduced parking demand by 24 percent.

**Figure 4 Effect of financial incentives on parking demand**

Location	Scope of Study	Financial Incentive per Month (1995 \$)	Decrease in Parking Demand
Group A: Areas with little public transportation			
Century City, CA <sup>1</sup>	3500 employees at 100+ firms	\$81	15%
Cornell University, NY <sup>2</sup>	9000 faculty and staff	\$34	26%
San Fernando Valley, CA <sup>1</sup>	1 large employer (850 employees)	\$37	30%
Bellevue, WA <sup>3</sup>	1 medium-size firm (430 employees)	\$54	39%
Costa Mesa, CA <sup>4</sup>	State Farm Insurance employees	\$37	22%
Average		\$49	26%
Group B: Areas with fair public transportation			
Los Angeles Civic Center <sup>1</sup>	10,000+ employees, several firms	\$125	36%
Mid-Wilshire Blvd, LA <sup>1</sup>	1 mid-sized firm	\$89	38%
Washington DC suburbs <sup>5</sup>	5500 employees at 3 worksites	\$68	26%
Downtown Los Angeles <sup>6</sup>	5000 employees at 118 firms	\$126	25%
Average		\$102	31%
Group C: Areas with good public transportation			

<sup>6</sup> Under the federal "Commuter Choice" law. More info at the Federal Transit Administrations' Commuter Choice website.



University of Washington <sup>7</sup>	50,000 faculty, staff and students	\$18	24%
Downtown Ottawa <sup>1</sup>	3500+ government staff	\$72	18%
Average		\$45	21%
Overall Average		\$67	27%

Sources:

- <sup>1</sup> Willson, Richard W. and Donald C. Shoup. "Parking Subsidies and Travel Choices: Assessing the Evidence." *Transportation*, 1990, Vol. 17b, 141-157 (p145).
- <sup>2</sup> Cornell University Office of Transportation Services. "Summary of Transportation Demand Management Program." Unpublished, 1992.
- <sup>3</sup> United States Department of Transportation. "Proceedings of the Commuter Parking Symposium," USDOT Report No. DOT-T-91-14, 1990.
- <sup>4</sup> *Employers Manage Transportation*. State Farm Insurance Company and Surface Transportation Policy Project, 1994.
- <sup>5</sup> Miller, Gerald K. "The Impacts of Parking Prices on Commuter Travel," Metropolitan Washington Council of Governments, 1991.
- <sup>6</sup> Shoup, Donald and Richard W. Wilson. "Employer-paid Parking: The Problem and Proposed Solutions," *Transportation Quarterly*, 1992, Vol. 46, No. 2, pp169-192 (p189).
- <sup>7</sup> Williams, Michael E. and Kathleen L. Petrait. "U-PASS: A Model Transportation Management Program That Works," *Transportation Research Record*, 1994, No.1404, p73-81.

## Recommendation 6: Require a Guaranteed Ride Home program

**Goal:** Implement policies supporting the general goals of increasing transit ridership, walking and bicycling.

**Recommendation:** Require all employers to provide a Guaranteed Ride Home (GRH) program to employees who carpool, take transit, and bike or walk to work.

**Discussion:** Establishing a Guaranteed Ride Home (GRH) program is an important component of ridesharing and alternative mode programs as the fear of needing a ride home in case of an emergency during the work day is one of the most cited obstacles to ridesharing or transit use. Many commuters say they are much more likely to use alternative transportation if they have access to an emergency ride home. Therefore, a Guaranteed Ride Home service that provides reimbursement for immediate transportation home via taxi or other similar mode can be an important part of a comprehensive transportation demand management program. GRH programs may use taxis, company vehicles or rental cars. GRH trips may be free or they may require a modest co-payment. The cost of offering this service tends to be low because it is seldom actually used.

The closest example is the Free Ride Program in Santa Rosa, in which the Transit Department uses a Transportation Fund for Clean Air grant to fund discounted transit passes, organize and sign up alternative mode commuters, and manage Guaranteed Ride Home. Santa Rosa's program covers anyone who works in Santa Rosa, so for example someone living in Cloverdale but working in Santa Rosa would qualify to buy either a Sonoma County Transit or City Bus monthly pass for \$15 and carpoolers would qualify for monthly movie tickets.

## Recommendation 7: Provide Universal Transit Passes

**Goal:** Increase transit ridership and provide incentives for residents to reduce vehicle ownership by providing free transit passes to all downtown residents and employees, and residents of new transit oriented development.

**Recommendation:** Use Parking Benefit District revenues to provide free transit passes to all downtown and TOD employees and residents once Sonoma County Transit and SMART develop such programs.

**Discussion:** In recent years, growing numbers of transit agencies have teamed with universities, employers or residential neighborhoods to provide universal transit passes. These passes typically provide unlimited rides on local or regional transit providers for low monthly fees, often absorbed entirely by the employer, school, or developers. A typical example of a universal transit pass is the Eco-Pass program in downtown Boulder, which provides free transit on Denver's Regional Transportation District (RTD) light rail and buses to more than 10,000 employees, employed by 1,200 different businesses in downtown Boulder. To fund this program, Boulder's downtown parking benefit district pays a flat fee for each employee who is enrolled in the program, regardless of whether the employee actually rides transit. Because every single employee in the downtown is enrolled in the program, the Regional Transportation District in turn provides the transit passes at a deep bulk discount.

A review of existing universal transit pass programs found that the annual per employee fees are between 1% and 17% of the retail price for an equivalent annual transit pass. The principle of employee or residential transit passes is similar to that of group insurance plans – transit agencies can offer deep bulk discounts when selling passes to a large group, with universal enrollment, on the basis that not all those offered the pass will actually use them regularly.

Universal transit passes provide multiple benefits to riders and transit agencies. Free transit rewards existing riders and tends to attract new ones. In effect free passes can create convenient “park and ride” for drivers. For operators, the passes are a stable source of income, increase ridership, and can help fund service improvements. For employers, it reduces the demand for on-site parking. There are also many benefits to transit oriented districts and developers:

**For transit-oriented districts**

- Reduces traffic congestion and increases transit ridership
- Reduces *existing* parking demand: Santa Clara County’s (CA) ECO Pass program resulted in a 19% reduction in parking demand
- Reduces *unmet* parking demand: UCLA’s BruinGo! program resulted in 1,300 fewer vehicle trips which resulted in 1,331 fewer students on the wait list for parking permits (a 36% reduction)
- Reduces *future* growth in parking demand: University of Washington’s U-Pass program helped avoid construction of 3,600 new spaces, saving \$100 million (since 1983 the university population increased by 8,000 but actually reduced the number of parking spaces)

**For developers**

- Universal transit pass programs can benefit developers if implemented concurrently with reduced parking requirements, which consequently lower construction costs
- Providing free transit passes for residents of developments provides an amenity that can help attract renters or home buyers as part of lifestyle marketing campaign appealing to those seeking a “downtown lifestyle”

As Figure 5 illustrates, free transit passes are usually an extremely effective means of reducing the number of car trips in an area. Reductions in car mode share of 4% to 22% have been documented, with an average reduction of 11%. By removing any cost barrier to using transit, including the need to search for spare change for each trip, people become much more likely to take transit to work or for non-work trips.

**Figure 5 Mode shifts achieved with free transit passes**

Location	Drive to work		Transit to work	
	Before	After	Before	After
<b>Municipalities</b>				
Santa Clara (VTA) <sup>7</sup>	76%	60%	11%	27%
Bellevue, Washington <sup>8</sup>	81%	57%	13%	18%
Ann Arbor, Michigan <sup>9</sup>	N/A	(4%)	20%	25%
<b>Universities</b>				
UCLA <sup>10</sup> (faculty and staff)	46%	42%	8%	13%
Univ. of Washington, Seattle <sup>11</sup>	33%	24%	21%	36%
Univ. of British Columbia <sup>12</sup>	68%	57%	26%	38%
Univ. of Wisconsin, Milwaukee <sup>13</sup>	54%	41%	12%	26%
Colorado Univ. Boulder (students) <sup>14</sup>	43%	33%	4%	7%

<sup>7</sup> Santa Clara Valley Transportation Authority, 1997.

<sup>8</sup> 1990 to 2000; [http://www.commuterchallenge.org/cc/newsmar01\\_flexpass.html](http://www.commuterchallenge.org/cc/newsmar01_flexpass.html).

<sup>9</sup> White et. al. "Impacts of an Employer-Based Transit Pass Program: The Go Pass in Ann Arbor, Michigan."

<sup>10</sup> Jeffrey Brown, et. al. "Fare-Free Public Transit at Universities." *Journal of Planning Education and Research* 23: 69-82, 2003.

<sup>11</sup> 1989 to 2002, weighted average of students, faculty, and staff; From Will Toor, et. al. *Transportation and Sustainable Campus Communities*, 2004.

<sup>12</sup> 2002 to 2003, the effect one year after U-Pass implementation; From Wu et. al, "Transportation Demand Management: UBC's U-Pass – a Case Study", April 2004.

<sup>13</sup> Mode shift one year after implementation in 1994; James Meyer et. al., "An Analysis of the Usage, Impacts and Benefits of an Innovative Transit Pass Program", January 14, 1998.

<sup>14</sup> Six years after program implementation; Francois Poinsatte et. al. "Finding a New Way: Campus Transportation for the 21st Century", April, 1999.

## SMART Station

### Recommendation 8: Introduce paid parking at the station

**Goal:** To maintain adequate availability of parking for those who need to drive to the station, and to encourage the use local busses, walking and cycling for station access.

**Recommendation:** Introduce paid parking at the station if future demand exceeds supply. If the station lot still does not meet demand, consider paid on-street parking adjacent to the station.

**Discussion:** The usage of paid parking as the most appropriate parking management response to high parking demand is discussed in recommendation 1. As with a downtown commercial district, the general principle of setting parking price in accordance with demand holds true for the station. However, parking prices should only be instituted when existing capacity is reached – the pricing of station parking should not be used simply as a means to generate revenue and subsequently deter commuters from using transit. Because usage patterns for parking at regional transit stations are different from downtowns, featuring mostly commuter vehicles parked all day rather than a greater number of short stay visitors, the ideal occupancy rate may be higher than 95%. If conditions suggest it is necessary, these long term parking spaces could be supplemented by slots reserved for shorter duration parkers.

### Recommendation 9: Coordinate local and regional transportation

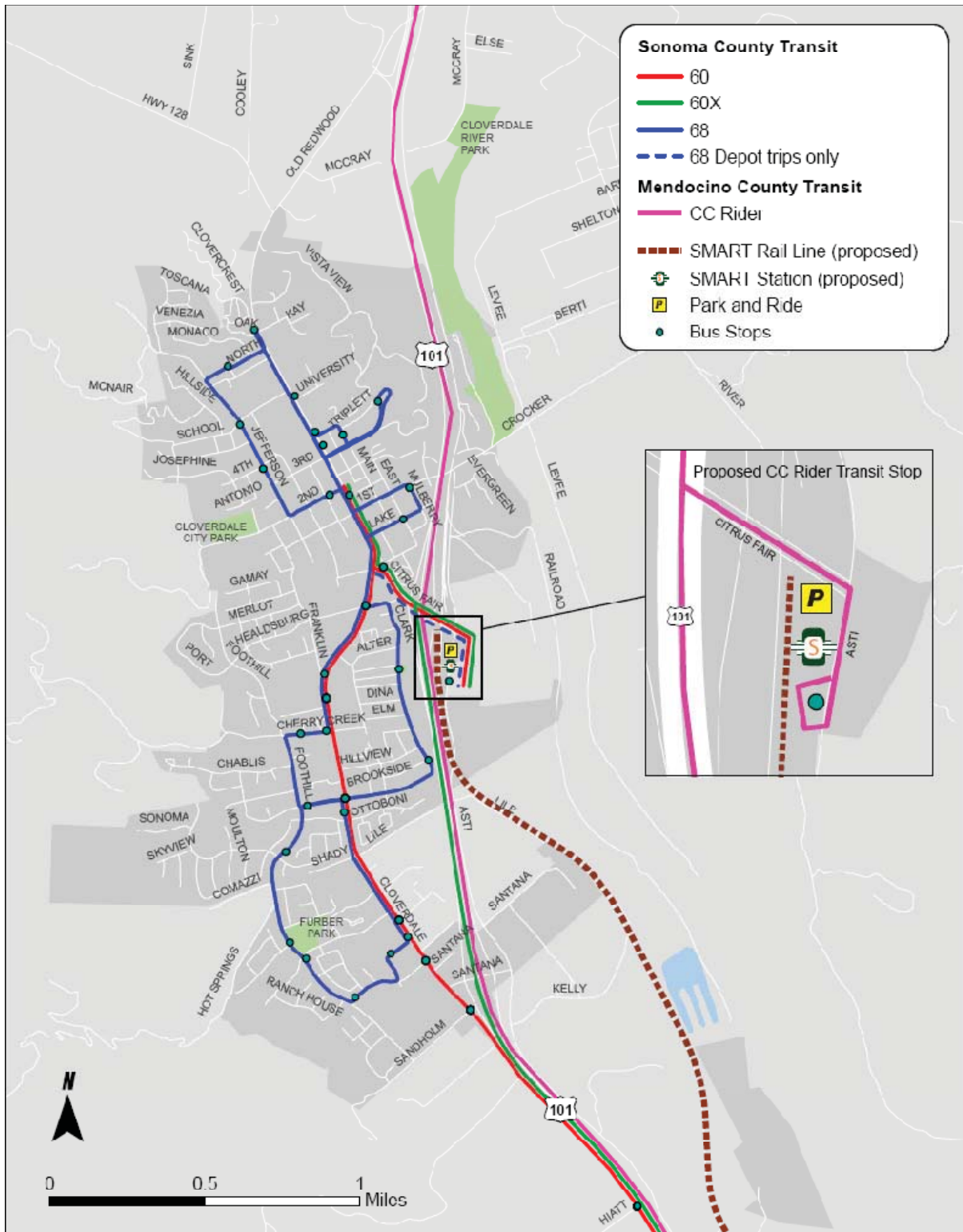
**Goal:** To promote regional transportation alternatives by ensuring the best possible integration of services provided by various agencies.

**Recommendation:** Time local and regional bus departures to coincide with the SMART service. Encourage regional transit services to divert to the SMART station.

**Discussion:** For public transit to reach its fullest potential as a true regional transportation alternative, the services of various agencies must be coordinated. If connecting from one service to another requires a long wait or a walk across town, then most people who have the option of driving will do so. However, with minimal efforts to ensure that local and regional transit arrive at the same place within a reasonable time of each other then the value of the connected network becomes greater than the sum of its parts.

Mendocino Transit Authority (MTA) route 65 “CC Rider” runs from Mendocino to Santa Rosa and is the only current route that would need to be diverted to serve the SMART station. Currently the CC Rider bypasses Cloverdale along its north-south route, but could be easily diverted. In addition, Route 65 should also be coordinated with the SMART train in Windsor or Santa Rosa, although the Cloverdale depot may require the smallest route diversion and also provide the greatest benefit to MTA and its riders, local bus passengers and rail passengers. Figure 6 illustrates existing routes that should be coordinated with the arrival and departure times of SMART service.

Figure 6 SMART Station Area Transit Routes





**4. PUBLIC WORKSHOP  
PRESENTATIONS 1, 2, 3**

**Prepared by  
CITY OF CLOVERDALE**





CITY OF CLOVERDALE

STATION AREA PLAN PUBLIC WORKSHOP

MAY 20, 2009 (7:00 p.m.)

Karen Shimizu introduced Greg Tung of Freedman, Tung and Sasaki (referred to hereafter as FTS). A PowerPoint presentation was made, presented by Greg Tung, Erik Calloway (FTS) and Suzanne Lampert of Mundie & Associates. The PowerPoint presentation is attached to this record for reference.

Public comments received:

- There will be a possible need to relocate the cemetery due to rail activity.
- The City should have a group of local volunteers assist in the design process. The design should not be in response to the consultant's ideas.
- There was a question on how to recapture leakage of tax dollars, and if this need was considered in the presentation. In response, Ms. Lampert explained that there might be some possibility to recapture leakage if new convenience stores supplying goods not already available in Cloverdale locate here. It was also noted by a member of the public that 25% of Safeway of Healdsburg's sales are from people north of Healdsburg; with weekly revenue of \$100,000 it speaks to the amount of leakage outside of the City.
- The town could use some type of institution instead of housing.
- How does old vs. new building designs affect the location of businesses and vacancies? In response, Mr. Tung explained that it could affect location decisions, but the areas of development may attract different uses.
- Tourism in Sonoma County has quadrupled in the last 10 years. In response to Ms. Lampert's presentation which warned that the demand for (and spillover benefits of) potential downtown tourist-oriented lodging are extremely seasonal in nature, a member of the public stated that before not considering visitor accommodations, these statistics should be updated and a new study should be performed using statistics from the Sonoma County Tourism Bureau.
- The town needs a restaurant that serves a good breakfast.
- Provide accommodations such as public restroom facilities.
- How does the Fair Grounds fit into the Plan? Can the Fair Grounds remain - can it work with the Plan? In response, Mr. Tung explained that the Fair Grounds are a seasonal anchor for downtown. If it moves, its site becomes an opportunity site. The open parking lot does not contribute to the gateway effect, but if stays can be worked with in terms of district planning as a benefit.
- FTS did a good job in Mountain View as it is a vibrant well designed community.
- Considering the wealth of retail space available, Cloverdale needs high density housing.
- Lighting is an important feature from a public safety standpoint. A commenter expressed concern with the idea of timers shutting off downtown parking lot

lighting too early in the evening before downtown patrons and visitors went home.

- In terms of opportunity sites, it was not that with an abundance of vacant retail space that it appears that more housing will be proposed, yet there is an abundance of housing given the foreclosure crisis. In response, it was explained that the train coming will change the market for the future because this provides a different attraction to developers. From an economic standpoint, however, it is believed that there will be more of a demand for housing within the next 5 years than there will be demand for retail. In terms of foreclosures, the foreclosure crisis is primarily affecting detached single family housing, but a plan of mixed housing types in the Station Area would not create the same situation.
- The Sonoma County Mental Health Board and their staff face needs related to housing, jobs and vocational rehabilitation. They currently have 42 clients in Cloverdale.
- Endorsement for the idea of bicycle friendly pathways and settings in the area and through to the downtown, especially along Citrus Fair Drive.
- In new development related to the plan, there is a need to address physical characteristics such as visually obtrusive building mass, and height, especially across the street from existing homes.
- The SMART Train should be done as soon as possible because we are currently paying taxes, so citizens should continue prioritizing the need for the rail.
- Use developable properties to attract businesses that people that live in the City can walk to work instead of driving.
- It is fantasy to believe that people are going to walk from downtown to the train depot. There will be two separate parts of Cloverdale. There will have to be a transition area. In response, Mr. Tung explained that the transition would have to be consistent with the small town character of the City and the General Plan.
- The concept of the downtown area to the Depot being walkable and bikeable is good, but not necessarily realistic. In response, Greg Tung stated that in no way are they saying that people will only walk to the station, but there is a parking lot that may need to be enlarged. They are looking at enhancing the area to prepare for the train for all transportation types.
- The people of Cloverdale are in their cars and driving to the Furber Plaza, not the Downtown. Does downtown become the place for spending discretionary income? In response, Ms. Lampert explained that the downtown must serve a niche market and will be most suitable for local entrepreneurial start-up types of businesses.
- There is little to no local support for downtown businesses. Downtowns can become a different kind of neighborhood shopping center.
- A local business owner noted that approximately 8% of customers are tourists.
- Support and encourage manufacturing uses.

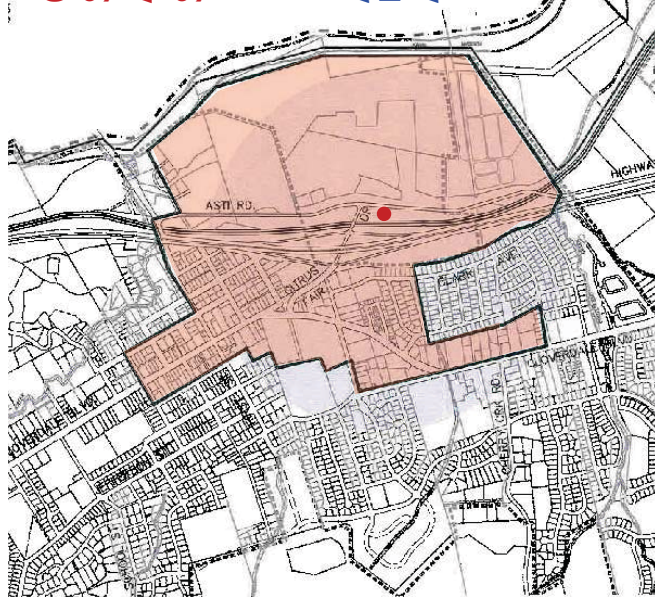
This meeting adjourned at approximately 9:45 p.m.

## Cloverdale Station Area Plan

# Economics, Opportunities, & “Broad-Brush” Strategy

Community Workshop #1  
May 20<sup>th</sup>, 2009

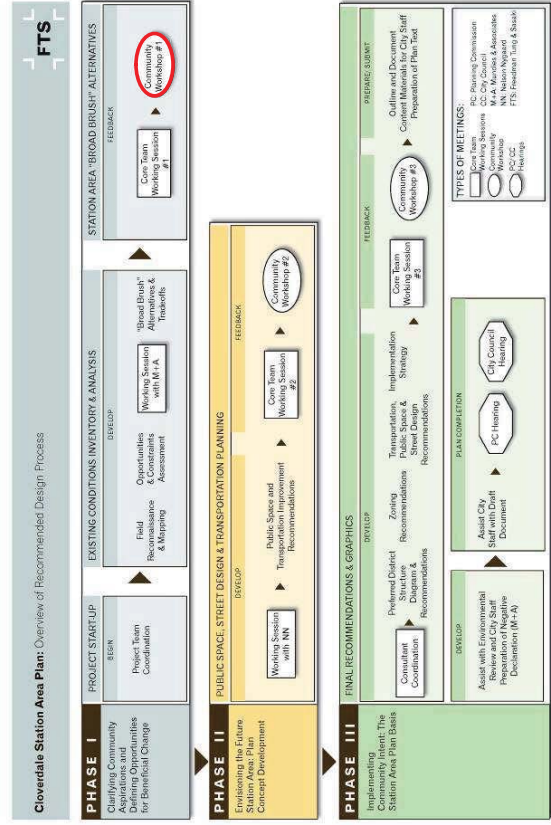
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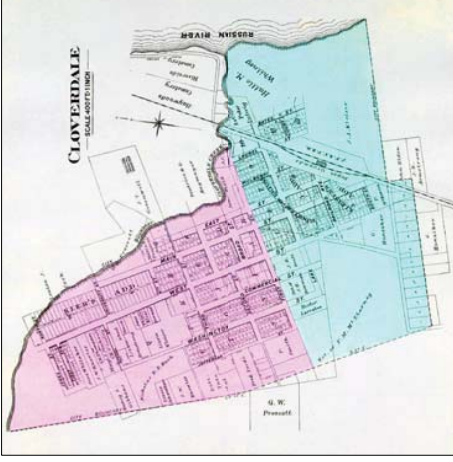
## CLOVERDALE STATION AREA PLAN Study Area

Approximate  
Project Timeline:  
April - November

- **Dialogue:** Facilitate informed community dialogue among diverse stakeholders in order to establish specific land use planning for the entire area surrounding the transit station;
- **Education:** Educate the public about the precise plan and transit-oriented development (TOD) concepts, including a broad-based understanding of the specific community benefits of TOD;
- **Planning:** Establish a planning framework, process and precise plans necessary as a prerequisite for successful transit-oriented development;
- **Connectivity:** Integrate the transit station into the existing adjacent residential and commercial neighborhoods, with strong connections to employment centers;
- **Implementation / Adoption:** Prepare and adopt a Depot and Downtown Area Precise Plan that attracts private investment, creates a livable, walkable community and, ultimately, results in strong transit ridership demand.

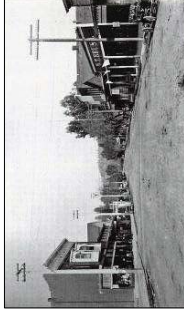


# Growth and Transportation in Cloverdale:



Illustrated Atlas of Sonoma County (1898)  
Reynolds & Proctor, Santa Rosa, CA (David Rumsey Collection)

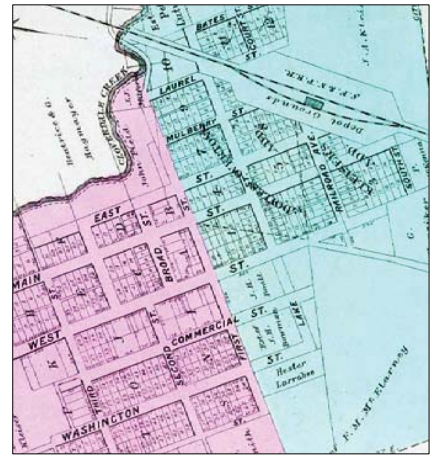
Downtown Cloverdale began as a "T.O.D." – going back to 1859



View north of West Street in Downtown Cloverdale (future Cloverdale Boulevard) in 1910  
From Images of America: Cloverdale by Joan Wegele, Marge Gray and the Cloverdale Historical Society

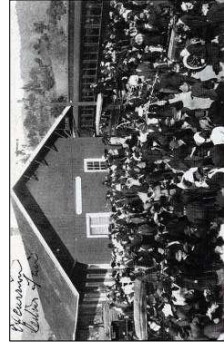
# Why Station Area Planning?

## Growth and Transportation in Cloverdale:



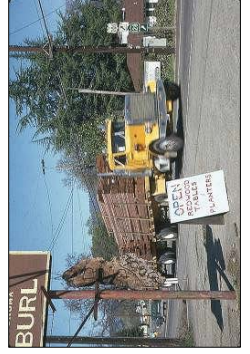
Illustrated Atlas of Sonoma County (1898)  
Reynolds & Proctor, Santa Rosa, CA (David Rumsey Collection)

Before widespread car ownership and highways, streets & businesses oriented to train stations



View of Cloverdale Depot in Downtown Cloverdale in 1911  
From Images of America: Cloverdale by Joan Wegele, Marge Gray and the Cloverdale Historical Society

## Growth and Transportation in Cloverdale:



With widespread car ownership (after 1920s), businesses and visitors oriented to the strip, and homes expanded into subdivisions. But then the 101 bypass restructured Cloverdale's economy and way of life, resulting in today's pattern of "city form" and transportation.



By-Pass Groundbreaking Ceremony announcement, 1982  
From Images of America: Cloverdale by Joan Wegele, Marge Gray and the Cloverdale Historical Society

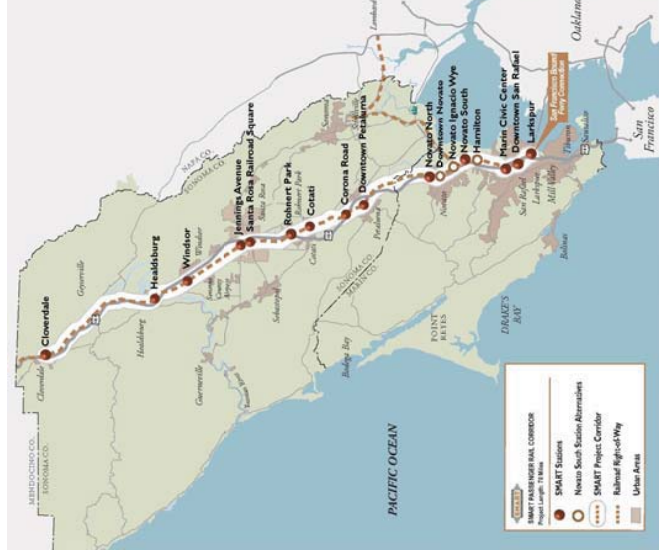
- The Sonoma-Marín Area Rail Transit District will build a passenger railroad with an adjacent walking/biking pathway, parallel to Highway 101 along the Northwestern Pacific Railroad right-of-way anchored in Cloverdale
- Construction scheduled 2011
- Service scheduled 2014



- MTC (Metropolitan Transportation Commission) is partnering with local governments to plan for appropriate “transit-oriented development” around proposed SMART rail stations
- The City of Cloverdale applied for and won a grant to fund this project

- “The SMART train and pathway project will provide the backbone of a transportation system that ties existing transit systems such as buses and ferries along with future options such as shuttles and trolleys into a seamless network that creates true transportation options for North Bay residents. Without that backbone, a congested Highway 101 will remain the only viable alternative for north-south travel in the two counties.”

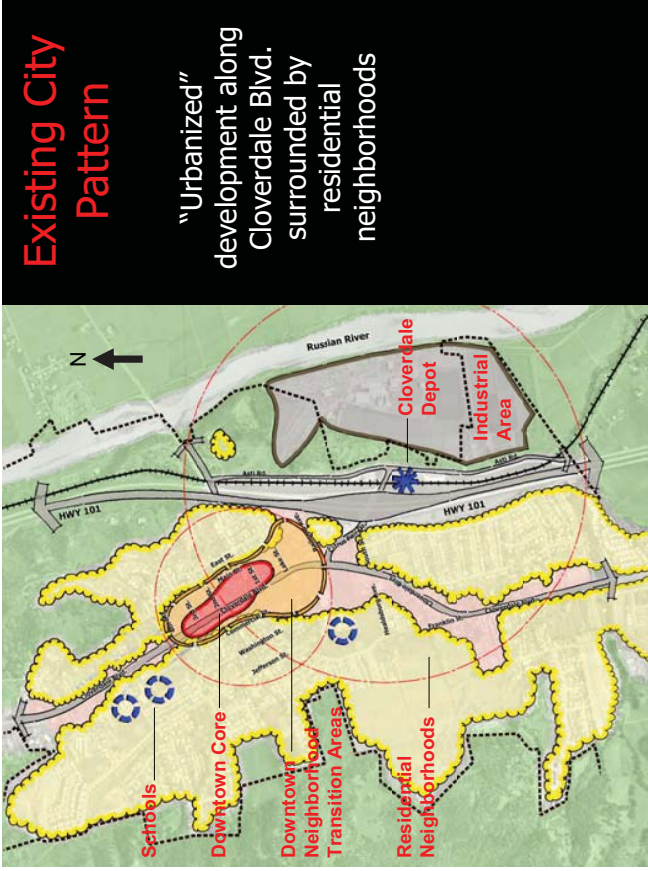
SMART website  
<http://www.sonomamaintrain.org>



- The SMART line station areas will eventually act like neighboring districts because of their train corridor connections (for some, a station area neighborhood miles away will be as convenient as another in the same town)
- But these station areas will be different – as they all occur in different neighborhoods up and down the line, with different uses and “feel.”

To be *strategic* about the long-awaited inauguration of SMART service, the community should have a plan to:

- Take advantage of the SMART system’s service to Cloverdale Station (and overcome the fact that the station is located on the other side of the highway)
- Leverage the rail station as a community and economic asset to strengthen Cloverdale (and downtown in particular)
- Help to fulfill and sustain the local *and* greater community investment in the regional transportation system



**Existing City Pattern**

“Urbanized” development along Cloverdale Blvd. surrounded by residential neighborhoods

Character of Development: Downtown



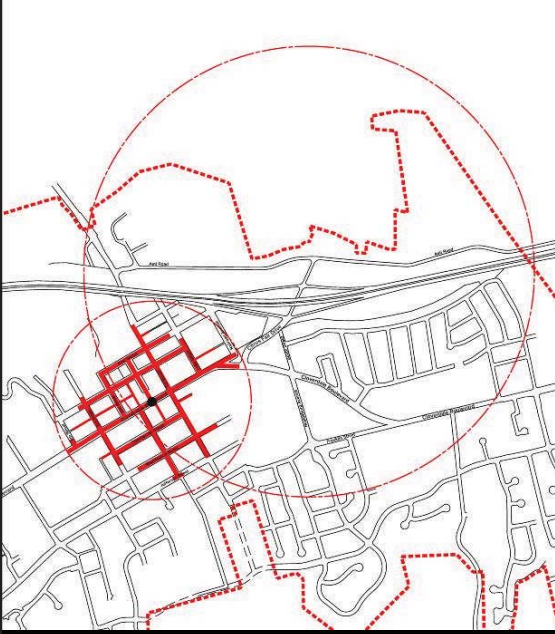
Character of Development: Downtown Neighbored



## Key Concepts for Successful Downtowns and Station Areas:

- Compact, Clustered Development & Location Efficiency
- The Competitive Advantages of Downtowns
- Density of Ground Level Entrances
- Downtown/Station Area Populations

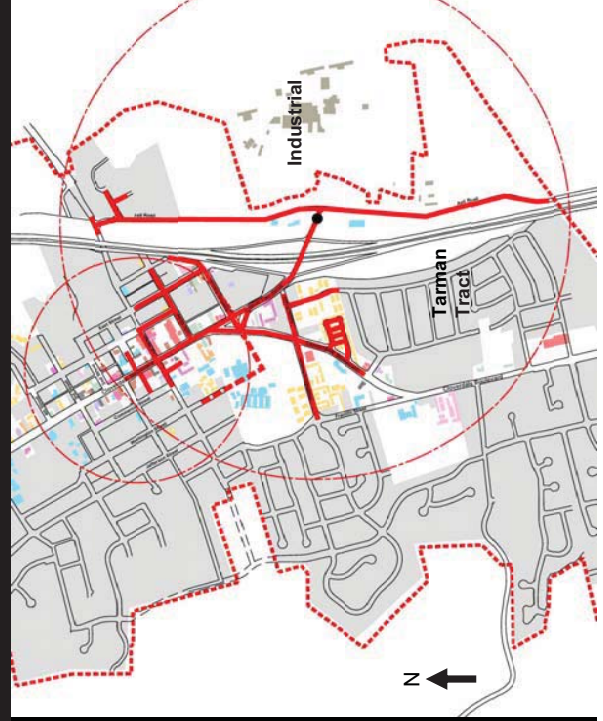
Walking Distance Thresholds:  
park & walk / take transit & walk



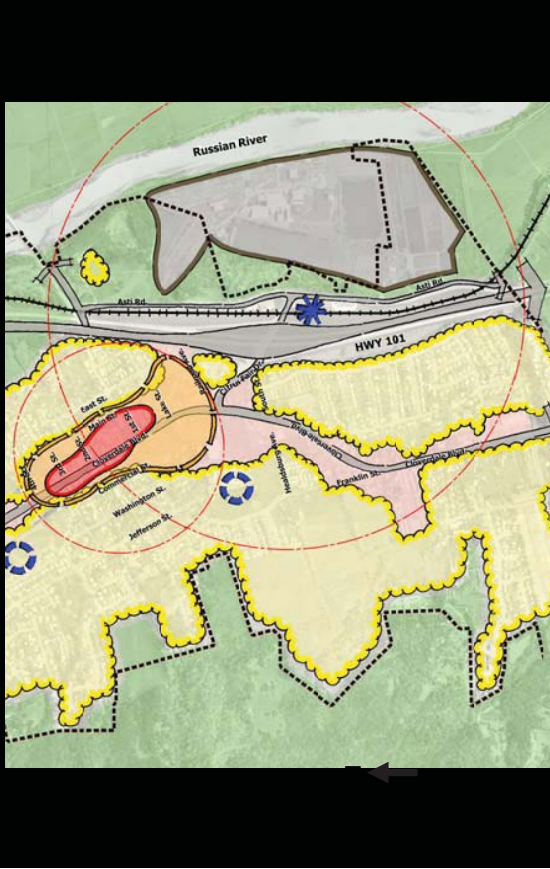
Walking Distance Thresholds:  
park & walk / take transit & walk



Downtown and the Station Area

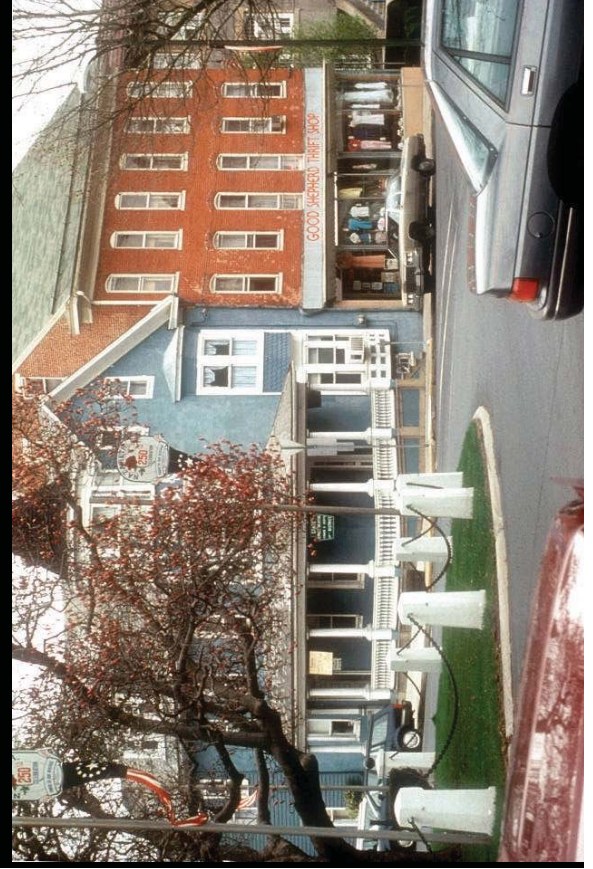


Plan for a Downtown that supports the Station and a Station that supports the Downtown



Downtowns: One of a Kind Experience

Downtowns: Community & Civic Pride



Cloverdale's Competing Centers



Furber Ranch Plaza

Downtown



Furber Ranch Plaza



Supermarket



Sit Down Restaurant



Pharmacy



Fast Food

Downtown



## Frequent Ground-level Entrances

The Essence of an active, walk-able environment (like Downtown)

Pedestrian-oriented



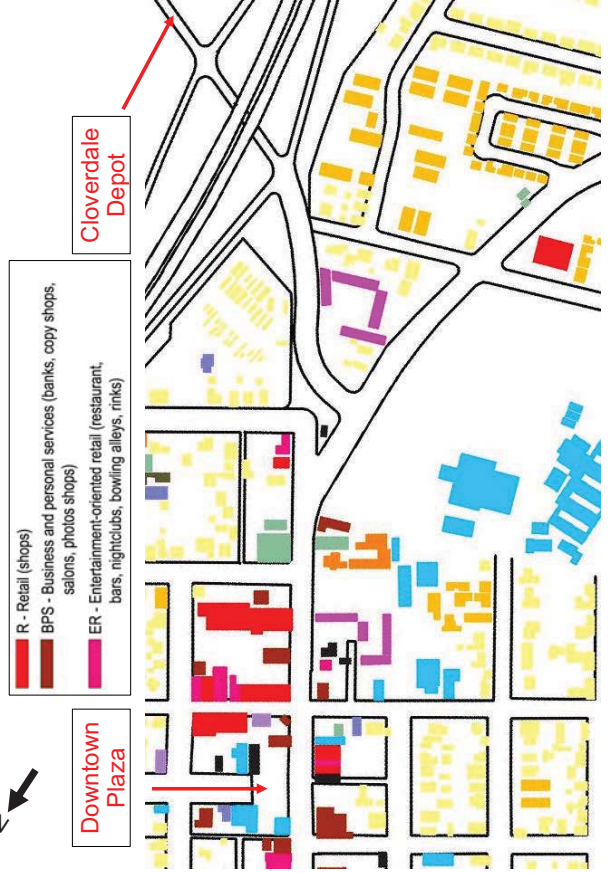
Frequent Entrances & Activity Generating Uses



Train Station to Downtown



Lack of Activity Generating Uses

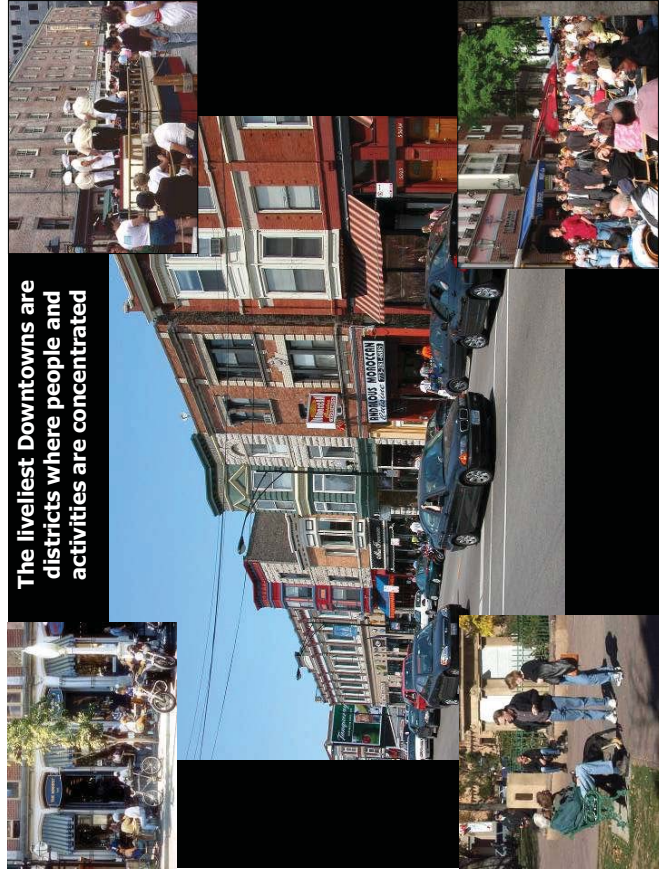


# The “Captive Audience”

Successful Station Areas and Downtowns are both supported by the people who live there

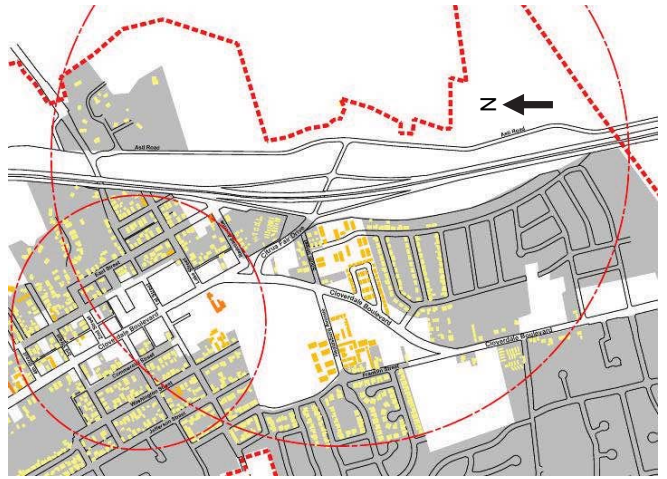
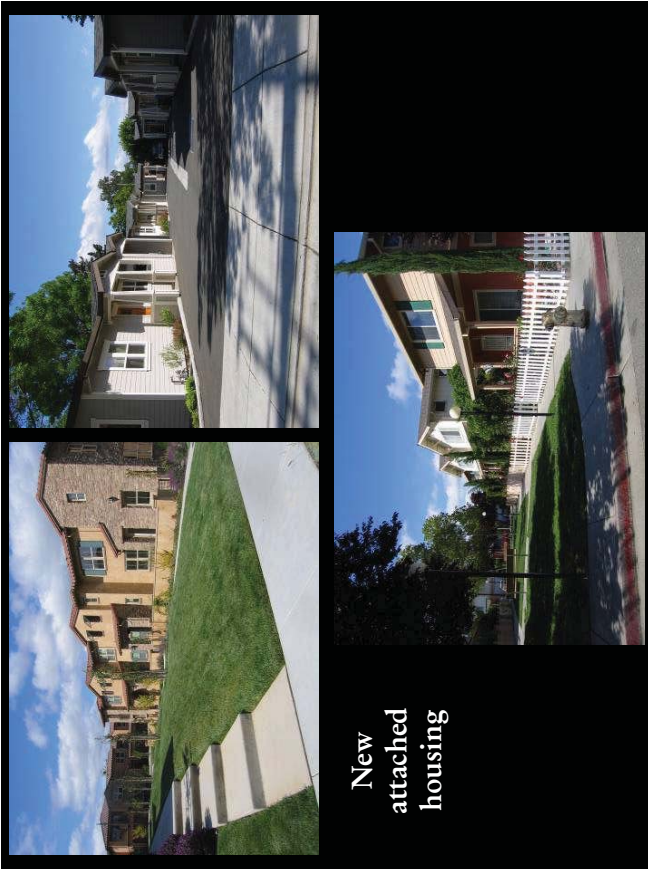


People Coming Downtown for Special Events



The liveliest Downtowns are districts where people and activities are concentrated

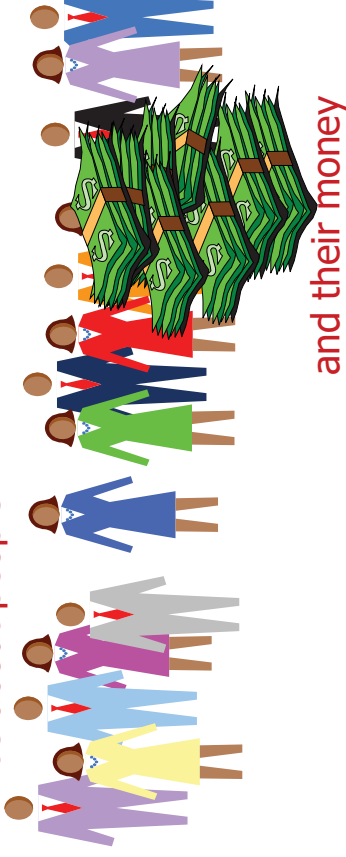
## “Captive Audience” How is Cloverdale’s Downtown/Station Area doing?



- Not enough people to support a vibrant Downtown/Station Area
  - Neighborhoods close in to the Downtown Core are mostly single family detached and low density
  - Few upper-story residences in the retail district
  - Overall, not many units within walking distance of the Core and the Station

## Economics

- It's about people



## Economics & Opportunities for Beneficial Change

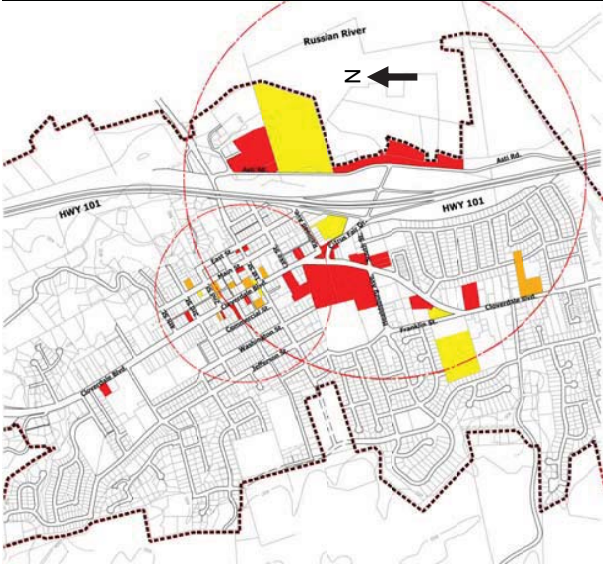
### Guidance for the Station Area Plan

- Changes that would help downtown:
  - Higher density housing: will support both downtown retailers and transit use, and could help establish Cloverdale as a destination
  - Getting a new “anchor” tenant, such as a supermarket, to locate downtown or next to downtown

“Opportunity Sites”

**Opportunity sites:**

- Short-Term
- Medium-Term
- Long Term

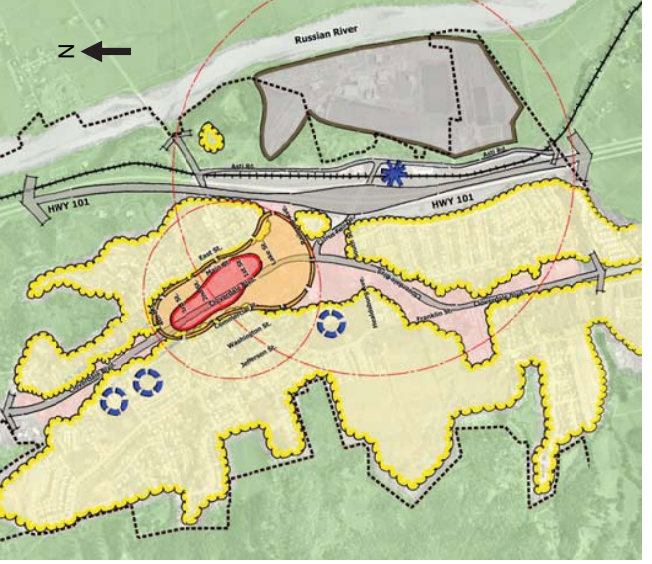
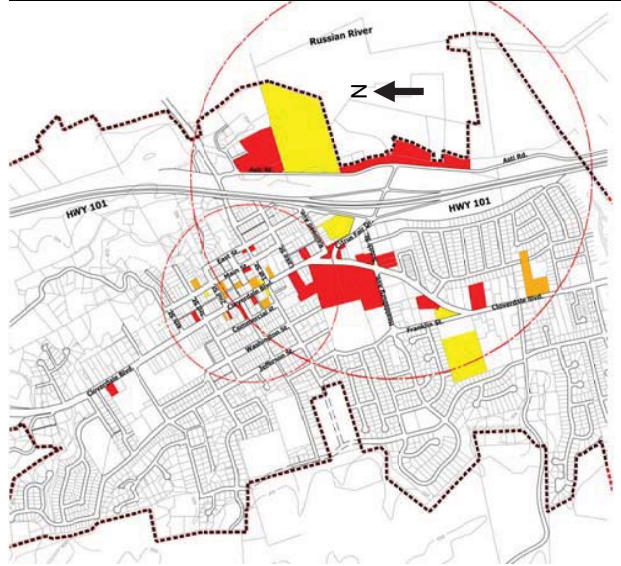


**Focus on the best opportunities for change**

**Direct future growth to help achieve community objectives**

**Opportunities sites**

- Best Current Opportunities:  
Large Assembled properties at the Cloverdale Blvd./ Citrus Fair Dr. Intersection
- Longer Term Opportunities:  
Distributed Throughout the Downtown Core

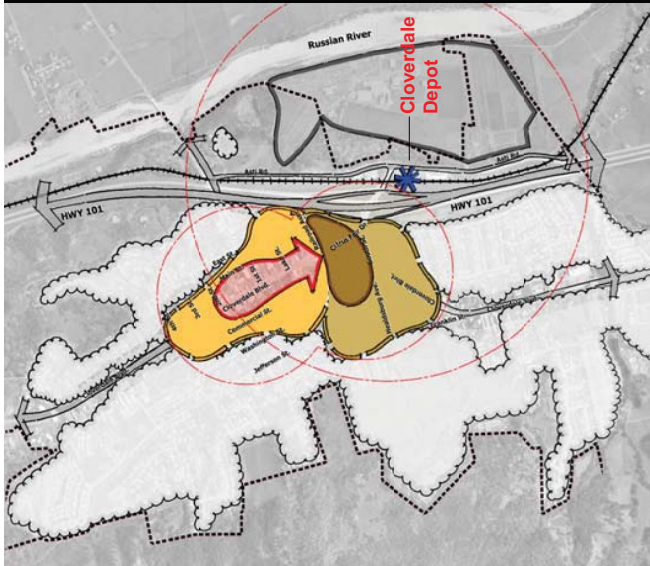


**Existing City Pattern**

How can we use these opportunities?

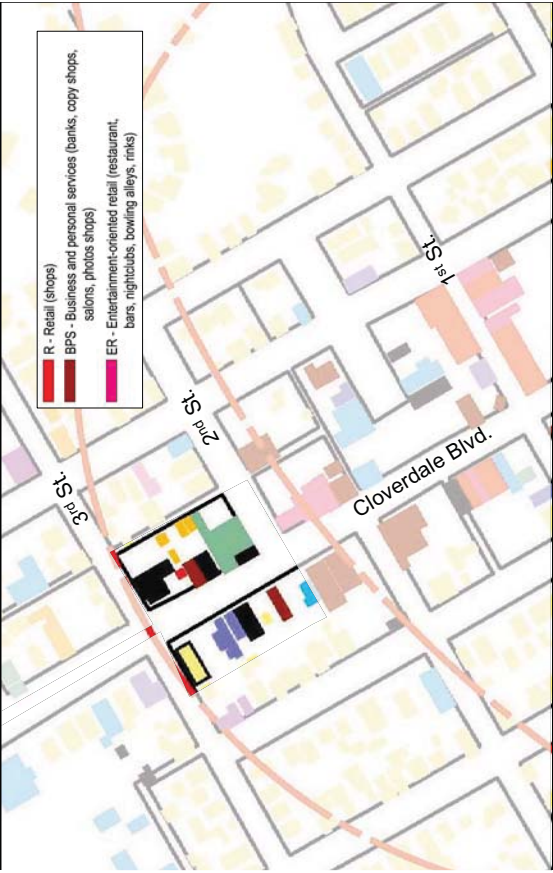
## Strengthen Downtown:

Take advantage of the near term opportunities sites to establish a compact, clustered neighborhood "sandwiched" in between Downtown and the station

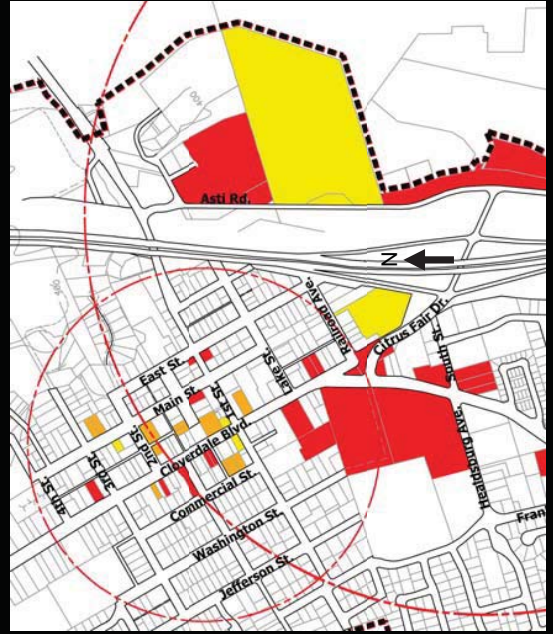


## Retail at the northern end of Downtown

- R - Retail (shops)
- BPS - Business and personal services (banks, copy shops, salons, photo shops)
- ER - Entertainment-oriented retail (restaurant, bars, nightclubs, bowling alleys, minks)

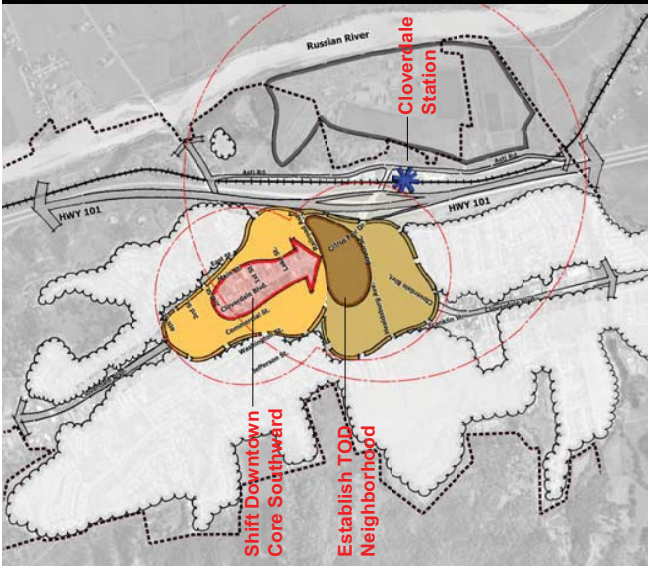


## Best Current Opportunity sites are South of the Core



# Strengthen Downtown:

Concentrate and extend the Downtown Core toward Citrus Fair Dr. and the new Transit Oriented Neighborhood



# Downtown/TOD Neighborhood:

## Character

Welcoming entrances & eyes on the street



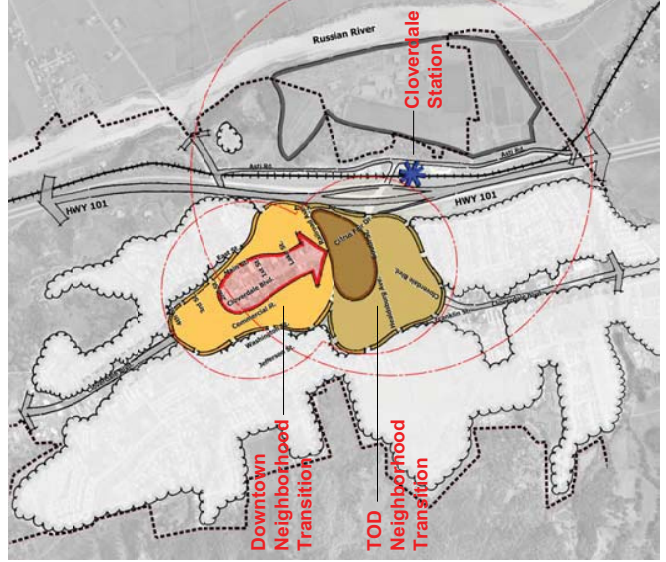
A neighborhood, not a "project"





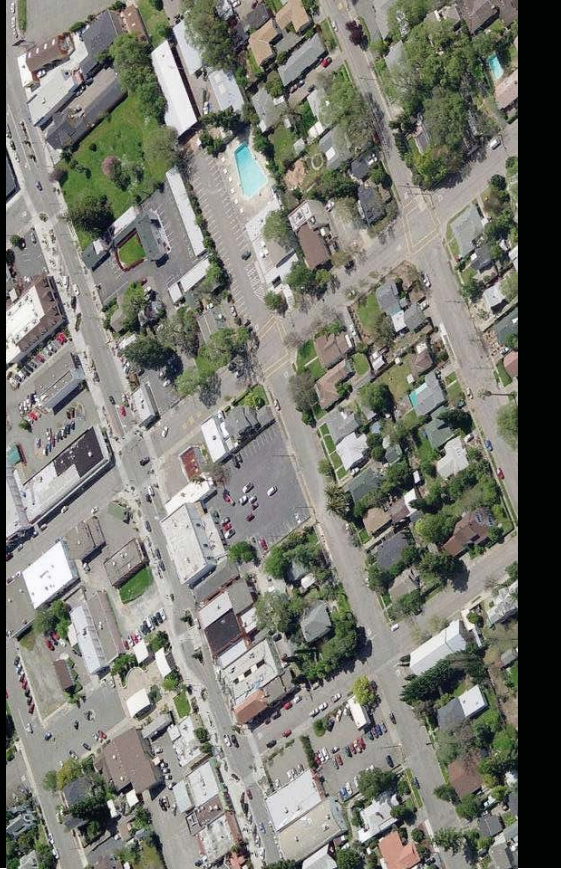


**Relationship with adjacent neighborhoods**



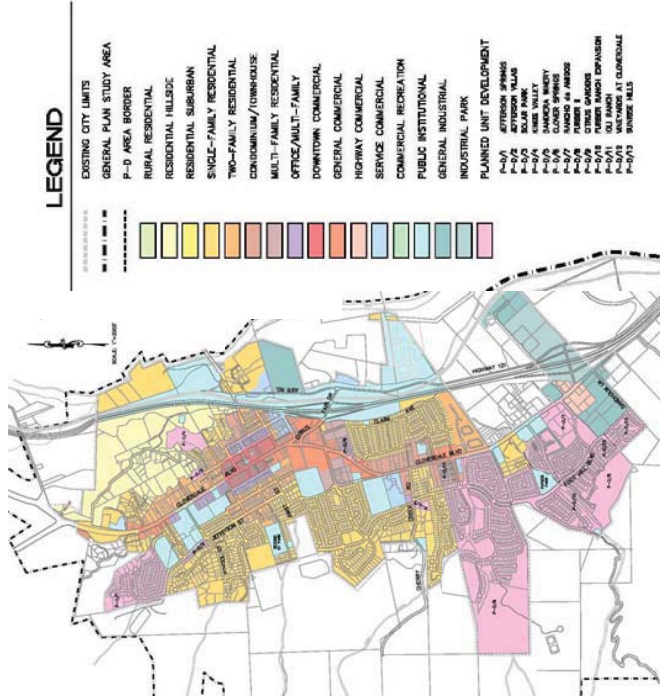
**Neighborhood Transition:**  
Carefully control height, setback, and scale relationships along the edges of the Downtown and TOD neighborhoods

## Existing Transition Area Relationships

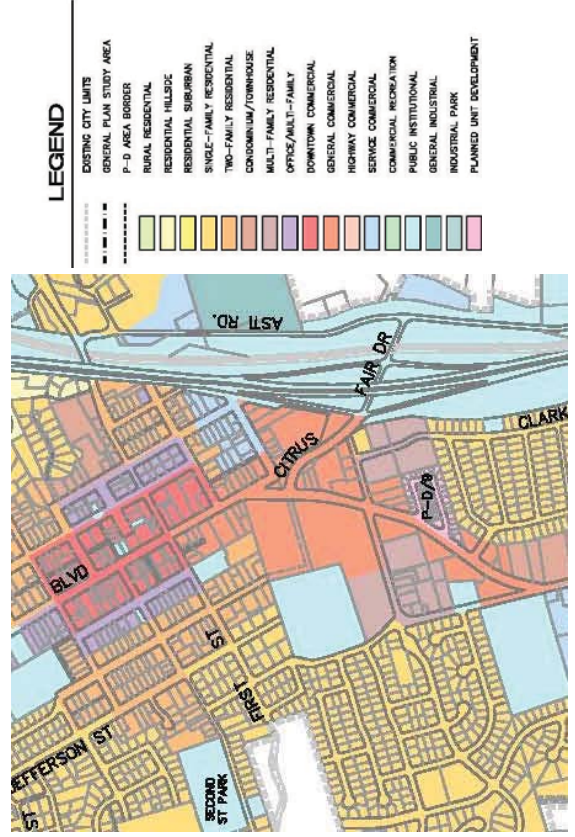


## A Clear District Structure

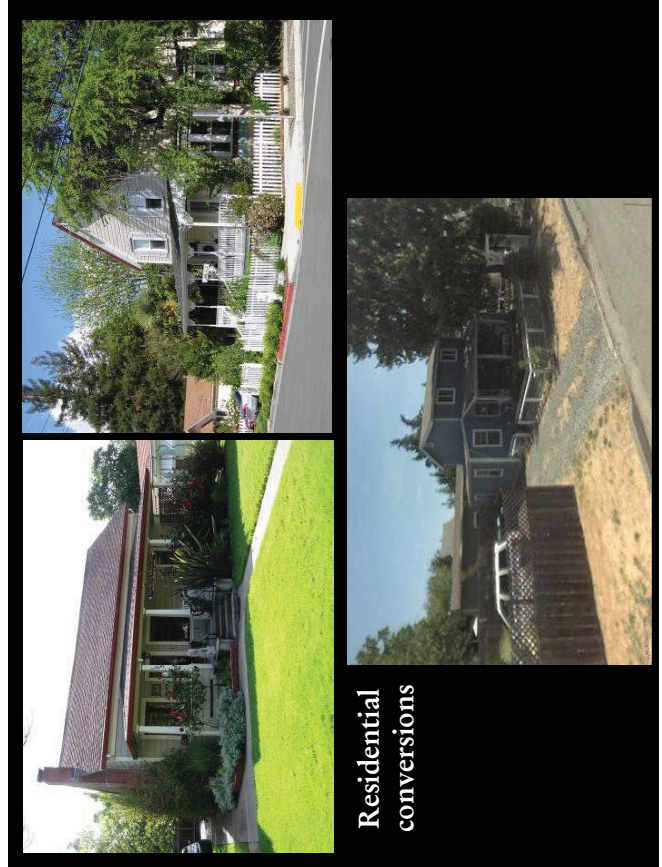
districts that support and relate to each other



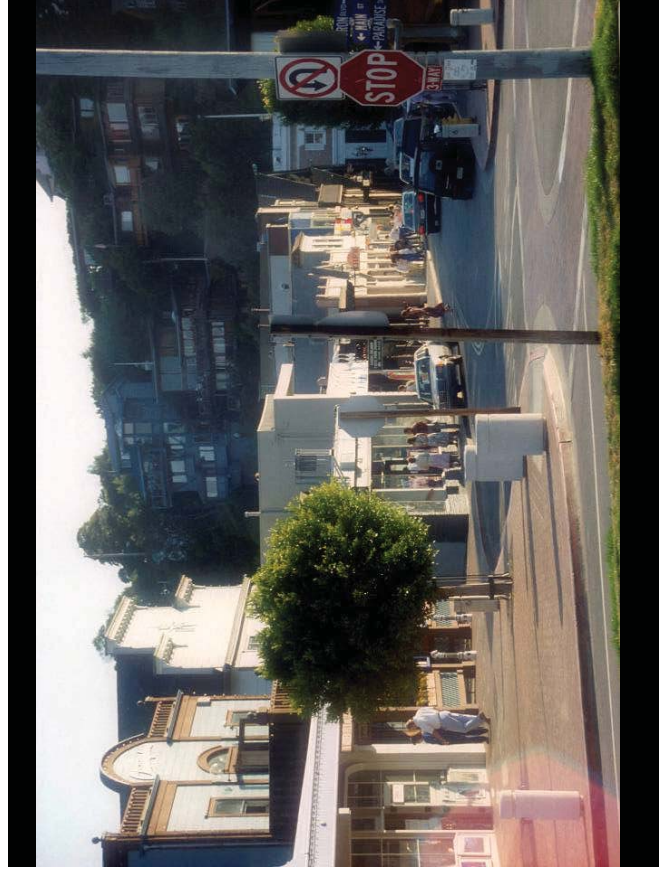
## “General Commercial”



General Commercial (housing conditional)



Residential conversions





# An Alternative Planning Strategy

*Flexible Use;  
Specific Building Form*

## GOAL - Coherent Districts that:

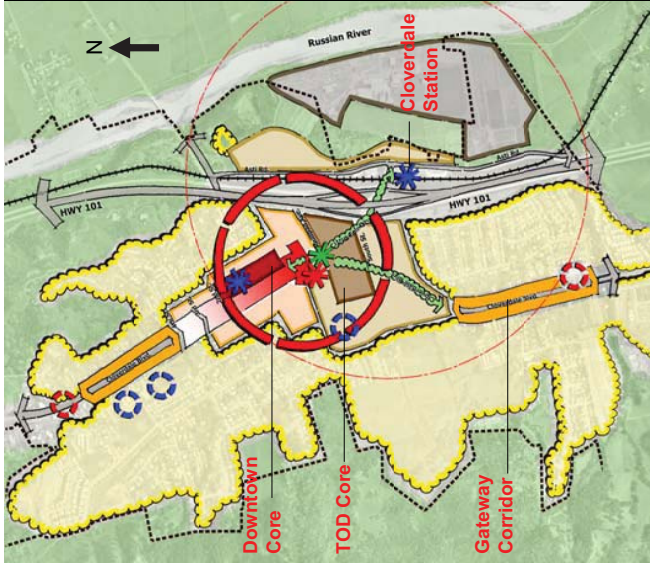
1. Have each a clear market focus and character
2. Distinguish themselves from other districts
3. Provide investor security

## TOOL - District Based Regulations:

- Regulations that describe the building's physical characteristics such as orientation, volume, relationship to the street, and articulation.
- Provides investment security by insuring that buildings will be located nearby buildings of similar type.

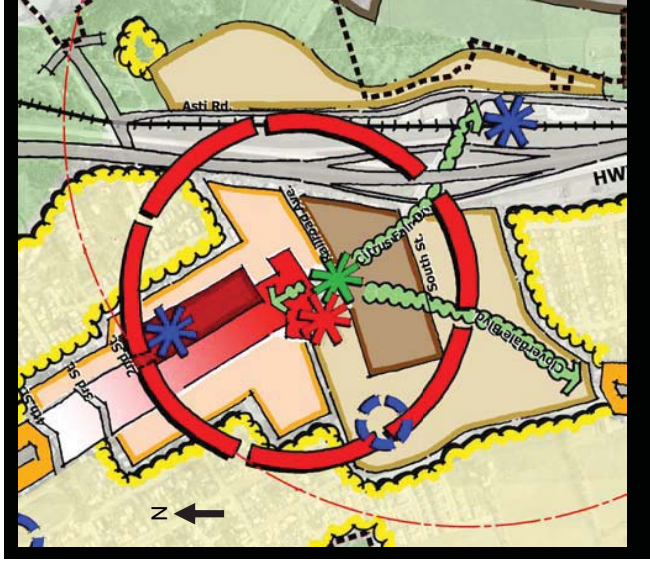
## Potential "District Strategy"

- A Downtown Core with a concentration of activity generating uses and upper floor living and working.
- A Transit Oriented District in between the Downtown Core and Cloverdale Station
- Transition Districts surrounding the Downtown Core and TOD Core with appropriately scaled residential neighborhoods
- Primarily residential Gateway Corridors flanking Downtown



## Downtown is the "Heart of the City"

A mixed-use/retail core that serves and is supported by a TOD neighborhood



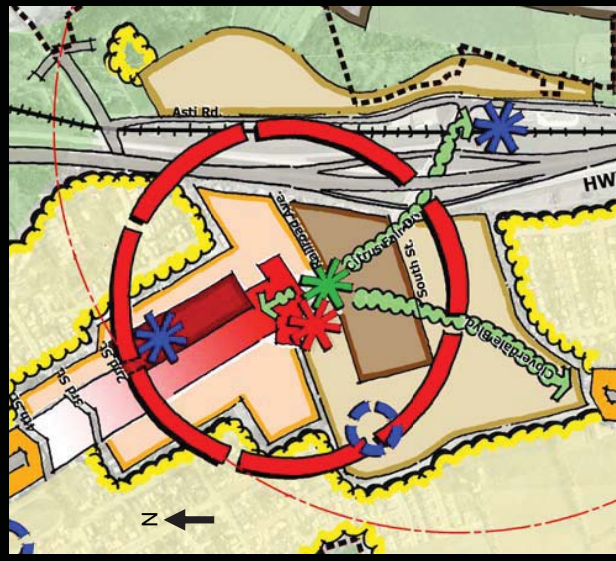
## A Concentration of Activity, Living, and Working



## A Concentration of Activity, Living, and Working



Strengthen Downtown by "anchoring" the Northern and Southern ends of the retail Core



Downtown Plaza & Transit Center:



Citrus Fair Dr. / Cloverdale Blvd. intersection: the Gateway into Downtown



Multi-modal Transit Connections and a Strong Pedestrian/Bike Network

The Forgotten Art of City Design

Successful Centers are nodes of **accessibility**



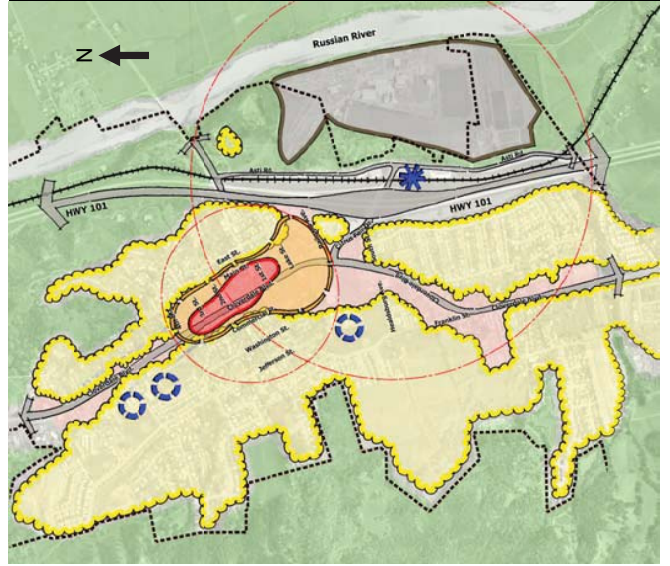
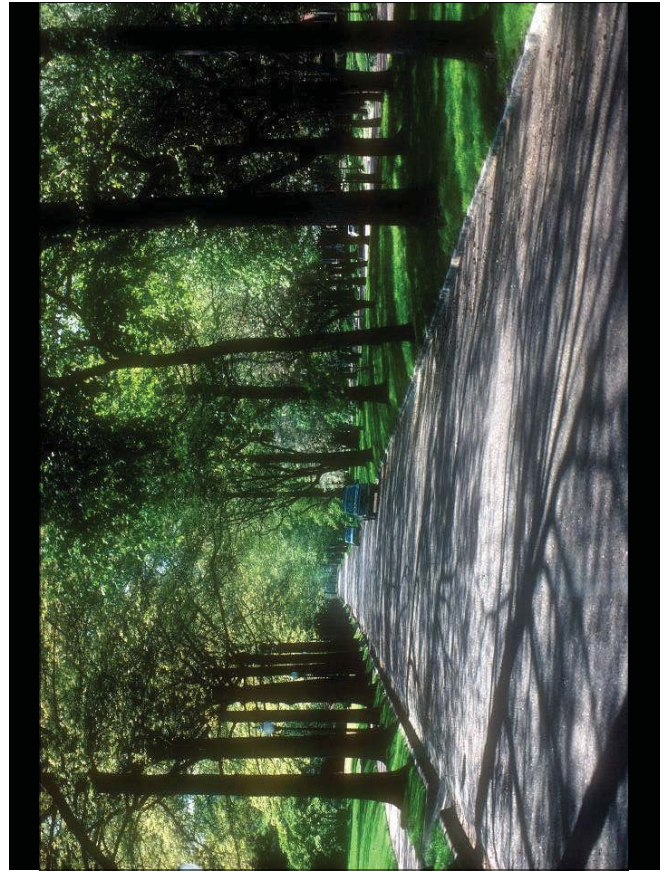
Exclusively Auto-oriented development patterns falling out of favor



# Street Hierarchy

The Forgotten Art of City Design

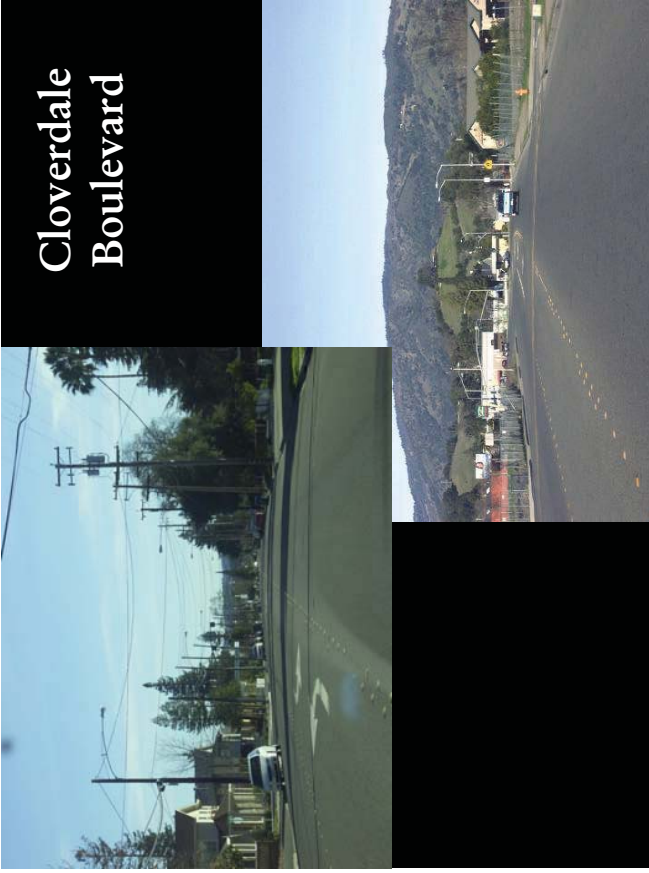




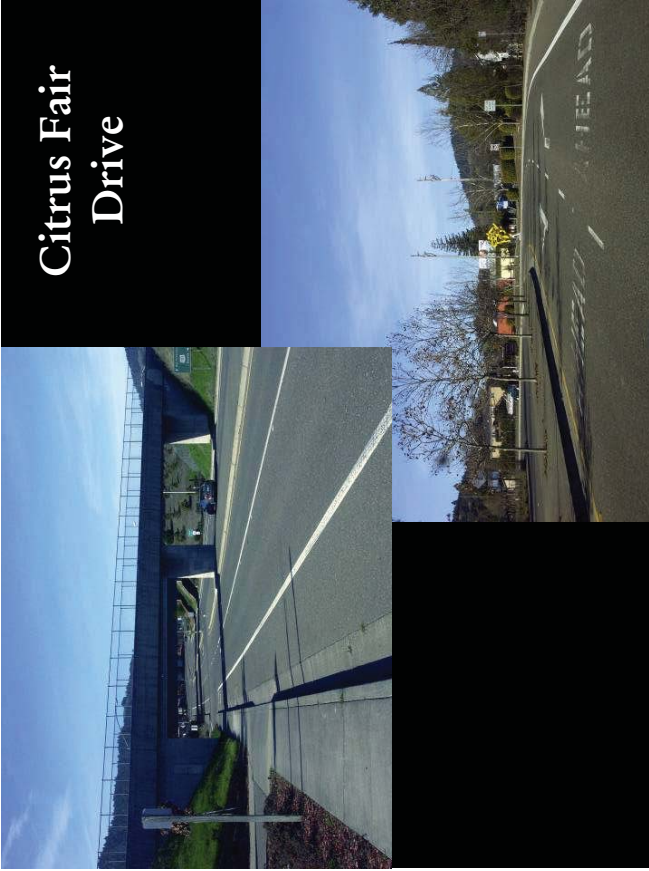
Existing City Pattern



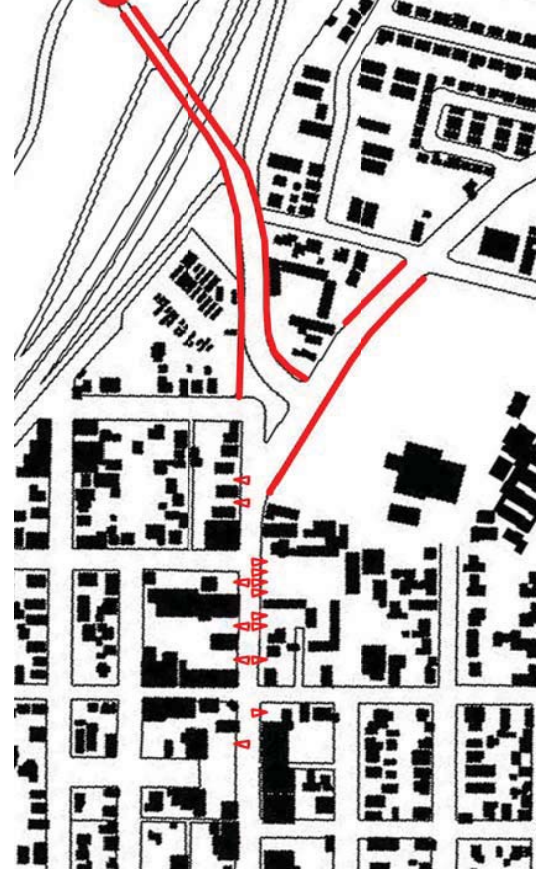
# Cloverdale Boulevard



# Citrus Fair Drive

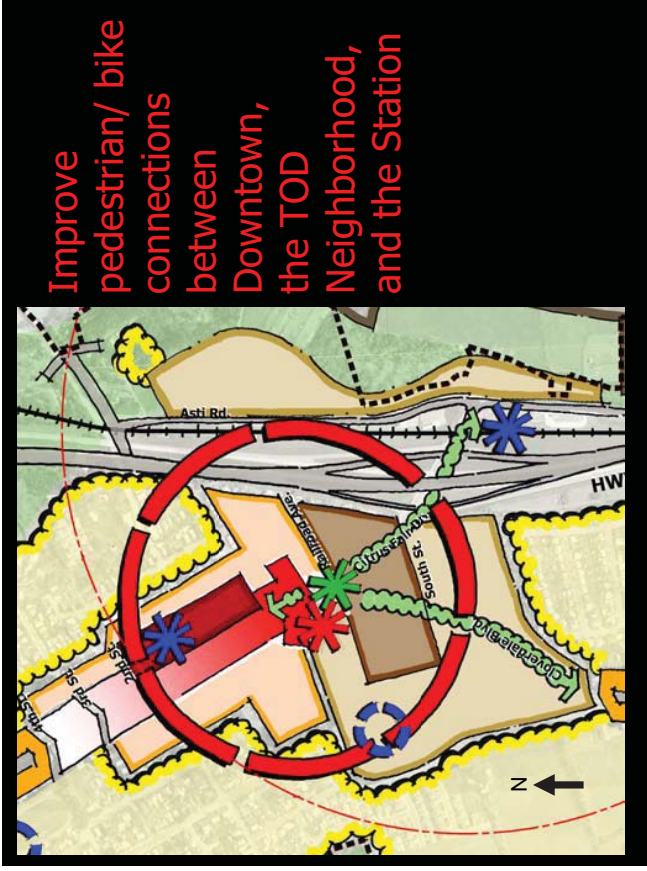


Inconsistent Building Fabric:  
Absence of doors/entrances





**Cloverdale Boulevard**



**Improve pedestrian/ bike connections between Downtown, the TOD Neighborhood, and the Station**

## Broad Brush Strategy

- Leverage the Train Station as a community asset to strengthen Downtown
- Use the best opportunities sites to create the Downtown & the Station area's "captive audience"
- Establish a District Structure with a clear market focus
- Concentrate activity generating uses in the Downtown Core
- Create a strong pedestrian/bike network in & around the Downtown/Station Area

## Questions for Discussion

- Is there anything that you want clarified?
- What do you think of directing new housing into a TOD neighborhood between the Station that Downtown?
- What do you think of concentrating activity-generating uses Downtown?



**Minutes of Record for the Public Participation Workshop for  
Preparation of the  
City of Cloverdale Station/Downtown Area Plan  
Second Public Participation Workshop  
Wednesday, August 5, 2009, 5:30-8:30 p.m.  
Cloverdale Senior Center, 311 N. Main Street, Cloverdale**

**Project Title:** City of Cloverdale Station/Downtown Area Plan.

**Project Description:**

The City, with consultants Freedman, Tung and Sasaki, shall develop a plan for the Cloverdale Station/Downtown Area Plan. In cooperation with related planning activities, this project will examine ridership potential, development concepts, and implementation actions for areas within a ½-mile radius of the Transit station. The Plan will analyze the overall project area with respect to access and circulation, evaluate existing and alternative land uses, prepare a comprehensive precise plan and environmental assessment, and develop design guidelines and zoning regulations to encourage development in and around the Station/Downtown Area Plan.

**Second Public Workshop Outline:** The Workshop focused on Street Design and Transportation Planning that will support a community vision for the Station/Downtown Area Plan. Specifically, the Workshop discussed the parking, transit, and traffic implications. Various conceptual designs were presented for discussion that will improve the transit and downtown connectivity. A portion of the Workshop provided the opportunity for the public to review, comment and rate the various conceptual designs.

**Workshop Agenda:**

Introduction and Goals for the Workshop  
Review from 1<sup>st</sup> Public Workshop held on May 20<sup>th</sup>  
Presentation of Transportation Design Concepts  
Public Comment on Transportation Design Concepts  
10 Minute Break  
Interactive Review and Rating of Various Conceptual Designs  
Summary of Public Input and Rating Portion of Workshop  
Workshop Close

**Staff/Consultant Reports:**

Introduction and Goals for the Workshop –	Karen Shimizu
Review from 1 <sup>st</sup> Public Workshop held on May 20 <sup>th</sup> –	Greg Tung presented via PowerPoint presentation (attached)
Presentation of Transportation Design Concepts -	Jeff Tomilin, Nelson Nygaard and Greg Tung presented via PowerPoint presentation (attached)

**Summary of comments received:**

- A potential goal could be to ensure that design standards encourage tourism. The area

- could serve as a feeder to the Mendocino area and north.
- Offer long term parking.
  - Offer visitors uniqueness (i.e. trees, fountains, public art, landscaping), and encourage tourist money into Cloverdale.
  - The Alexander Valley Regional Medical Center is hoping to partner with the city for a new medical center/facility to take care of current and future patient needs. A medical center should be recognized as an asset to the City. A walkable facility would be a benefit. It will make Cloverdale a more desirable place to be. Parking could be shared with G&G.
  - Identify housing opportunities within the area. The “Captive Audience” language should be further clarified in plain language.
  - “Genuinely Cloverdale” means a down to earth, caring community with agrarian roots; unpretentious community with a surprisingly sophisticated mind. Does the current train station meet the intent of “Genuinely Cloverdale” architecturally? There should be an emphasis on identifying architectural and urban design characteristics for design standards.
  - There is need for a destination restaurant.
  - Minimizing parking spillover. How do you set parking requirements so you don’t get spillover into neighborhoods? Use of parking/supply management techniques.
  - Cloverdale is a bike friendly community. Consideration should be given to bike parking requirements on new development.
  - Prioritize access directly into downtown by design. More information is needed about the Cloverdale Blvd/Citrus Fair intersection alternatives with further explanation on how to weigh trade-offs in potential designs. Such reconfiguration may make parcels along the intersection more valuable. Intersection re-configuration could limit access to citrus fair. The intersection configuration would be designed as a transition phase, given any of the alternatives presented.
  - Factor in that the Citrus Fair someday may move. Citrus Fair is a short-term opportunity site.
  - How would section alternative #4 work with the intersection configurations?
  - Proponent for an acute intersection disagrees with consultant that that it wouldn’t work.
  - A small vacant lot at the gateway could be enticing as an open space lot and does not necessarily need to have development potential to be valuable. There is nothing wrong with an open field in a place like Cloverdale.

## Cloverdale Station Area Plan

# Street Design & Transportation Planning

*in Support of the Vision for the Station Area*

Community Workshop #2  
August 5<sup>th</sup>, 2009



## Agenda

- Overview
- Presentation
  - Review of Workshop #1 & comments
  - The Parking Management Toolbox – best practices applied to Cloverdale
  - Transit to and from the Station Area
  - Concepts for Key Street and Linkage Improvements in the Project Area
  - Designation of Visitor Route to Highway 128/Mendocino Coast through Citrus Fair exit and Downtown
- Interactive Session – Comment on Concepts
- Summary and Next Steps



## Summary of Workshop #1 Feedback

- Desire for an interactive process with appropriate levels of community feedback and interaction
- Questions and concerns about what role Downtown can play in the City and how it can be successful
- Suggested Downtown/Station Area uses:
  - Some type of institution instead of housing
  - A restaurant that serves a good breakfast
  - Considering the wealth of retail space, Cloverdale needs high density housing
  - Support and encourage manufacturing uses
  - Attract businesses that people who live in the City can walk to instead of driving
  - Support the housing, jobs, and vocational rehabilitation needs of the Sonoma County Mental Health Board

## Summary of Workshop #1 Feedback

- Desired Downtown/Station Area Improvements:
  - Accommodations such as public restroom facilities
  - Lighting to increase nighttime safety
  - Bicycle friendly pathways and settings in and around downtown, especially along Citrus Fair Drive
- Questions about what role Citrus Fair can play in the Downtown
- In order to attract new development that maintains Cloverdale's small town character, the plan needs to address physical characteristics such as building mass and height, especially across the street from existing homes.
- Concerns that the connection between Downtown and the Train Depot cannot be made pedestrian/bicycle friendly enough to encourage people to walk or bike to the station.

## TODAY'S WORKSHOP

- Downtown and TOD transportation planning: parking, transit and traffic implications
- Proposed improvements to improve transit and downtown connectivity and a stronger pedestrian/bike network
- Placemaking and wayfinding benefits



## Parking and Transit in the Cloverdale Station Area

**Nelson Nygaard**  
CONSULTING ASSOCIATES

### Overview

- The Parking Management Toolbox
- Transit to and from the Station Area
- Key Improvements in the Project Area – Streets & Sidewalks
- Highway 128 detour around Downtown

**Nelson Nygaard**  
CONSULTING ASSOCIATES

### Parking Management - Downtown

- Downtown Cloverdale has plenty of parking available, even at peak periods
  - Survey showed only 41% occupancy rate on Cloverdale Blvd. between Lake St. and 3<sup>rd</sup> St. and mid-day
  - Currently little need for complex management
- Parking policy should ensure that spaces continue to be available when demand for parking increases
- Paid parking as a long-term management solution if capacity becomes an issue
  - Price set to encourage 85% occupancy, spaces always available
  - Preferable to time limits
    - Cheaper to enforce
    - Revenue can be reinvested in the community



**Nelson Nygaard**  
CONSULTING ASSOCIATES

## Parking Management – Downtown

- The right price for parking may be zero in low demand areas, but ordinance language authorizing the City to adjust pricing to achieve 85% occupancy should be adopted before there is a perceived parking shortage
- Management of all public parking should be coordinated to efficiently distribute parked vehicles throughout the system



Nelson Nygaard  
CONSULTING ASSOCIATES

## Parking Management – Station

- SMART estimates station demand will be 80 vehicles with a current supply of 97 spaces
- If parking demand exceeds supply at the station, differentiated pricing could encourage parking further away and accessing the station by alternative modes



Nelson Nygaard  
CONSULTING ASSOCIATES

## Parking Management - TOD

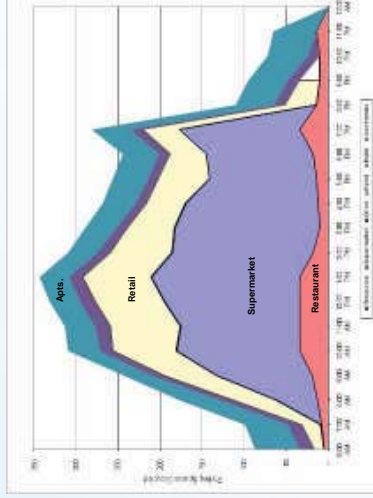
- Transit Oriented Development (TOD) should include:
  - Shared parking
  - Low parking requirements (if any)
  - Separated parking costs from housing/commercial pricing (unbundling)
  - Managed on-street utilization and turnover
  - Prevention of spillover through a residential permit program
- Consider a full TDM program to reduce parking demand



Nelson Nygaard  
CONSULTING ASSOCIATES

## Sample Thyme Square TOD vs. Code

- Thyme Square
  - Restaurant - 2,500 sf
  - G&G Market - 37,000 sf
  - Retail - 28,100 sf
  - Office - 5,000 sf
  - Hotel – 14 units
  - Apartments – 45 units
- ITE Peak Shared Demand = 344 spaces (with reserved residential parking 363 spaces)
- City Code Requirement = 432 spaces



→ Amounts to 25% too many parking spaces

Nelson Nygaard  
CONSULTING ASSOCIATES

**Transit in the Station Area**

- SMART and Sonoma County Transit met to discuss "detailed service coordination issues", but have not responded to inquiries
- Currently envisioned SMART departures include four daily round trips between Cloverdale and Larkspur
- Train and bus arrivals & departures should be timed
- Buses from the Depot will serve downtown Cloverdale, Asti and Geyserville (routes 60, 68)
- Mendocino Transit Authority, currently connecting Ukiah and Santa Rosa may add stop at Cloverdale Depot (route 65 currently passes but does not stop)



**Nelson Nygaard**  
CONSULTING ASSOCIATES

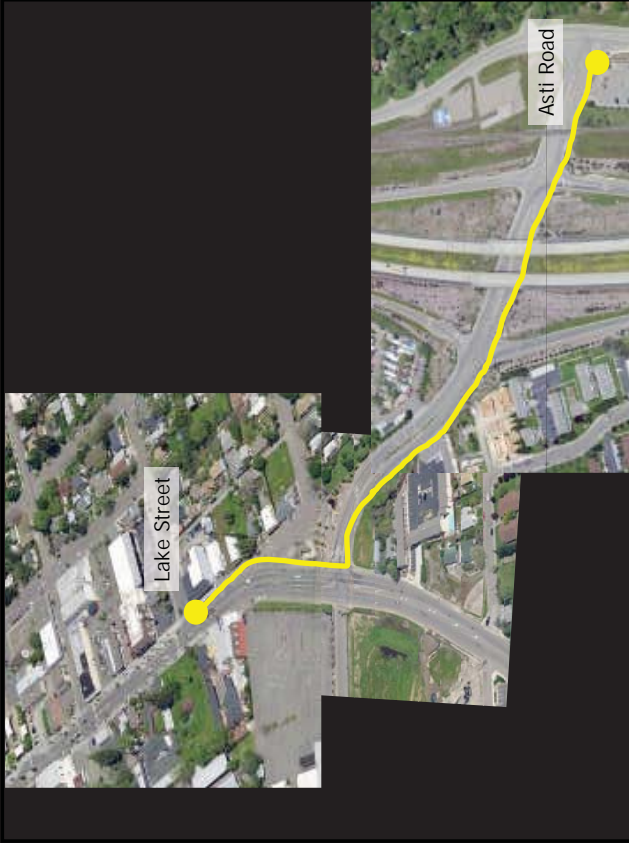
**Key Improvements in the Project Area: Streets & Sidewalks (5 items)**

**The current link – Downtown to Station**





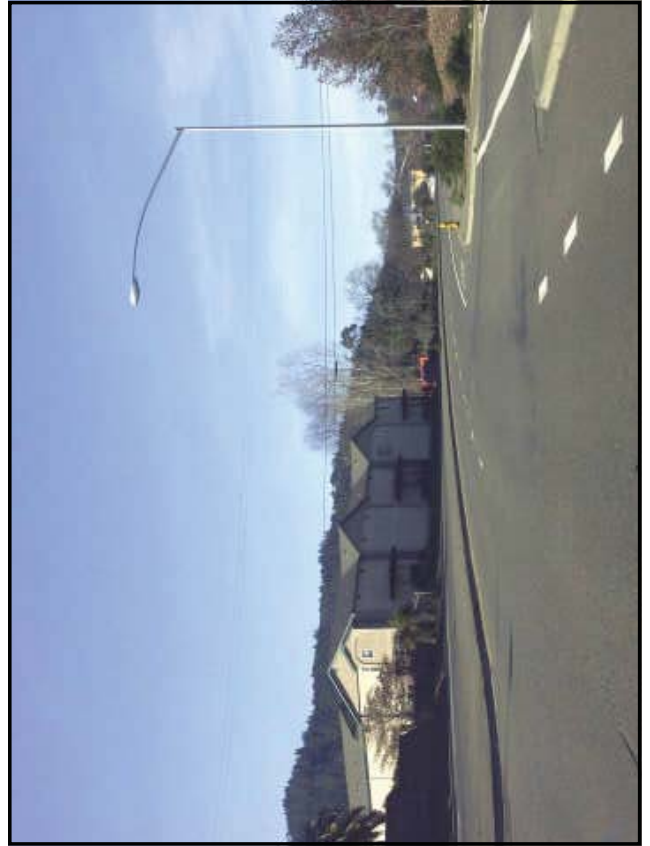
## The Walking and the Biking Experience:

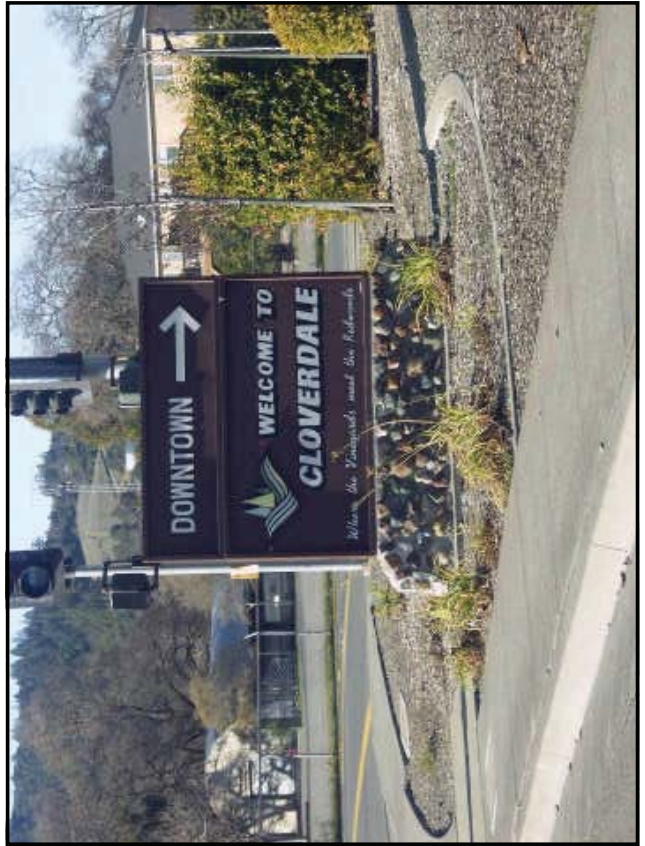
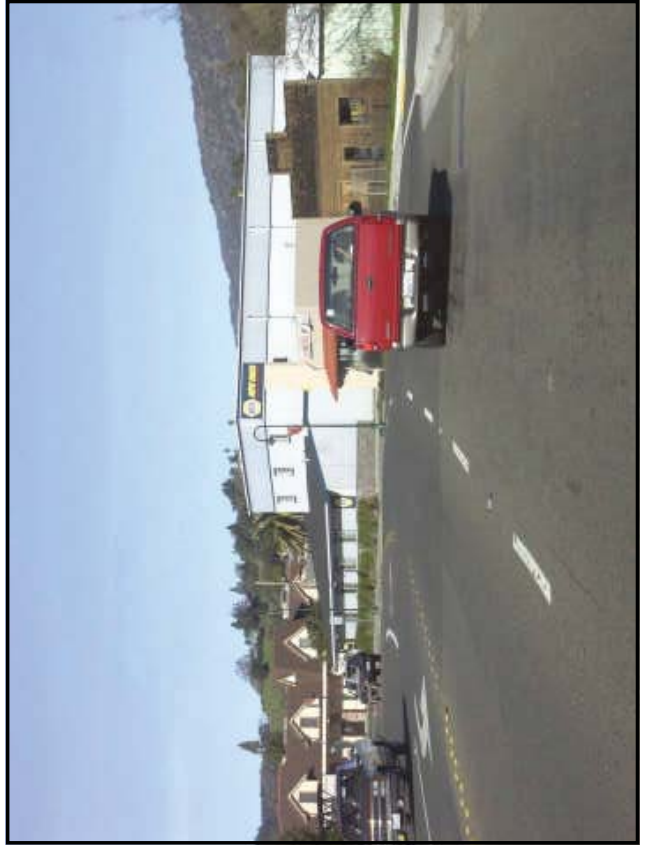


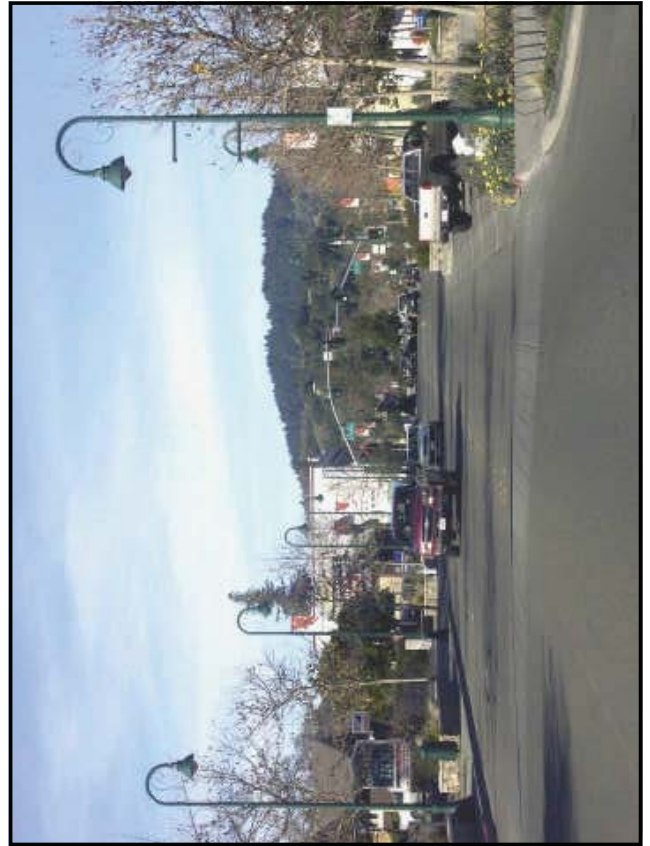
## The Walking and the Biking Experience:

The "context" of the surroundings is as important as the "facility" (i.e. the right-of-way) itself

## The Driving Experience:





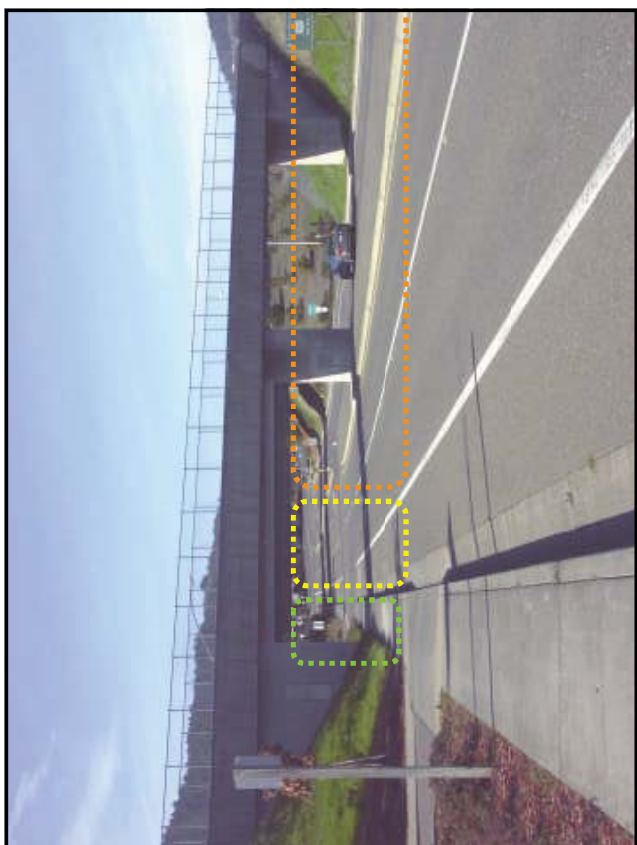
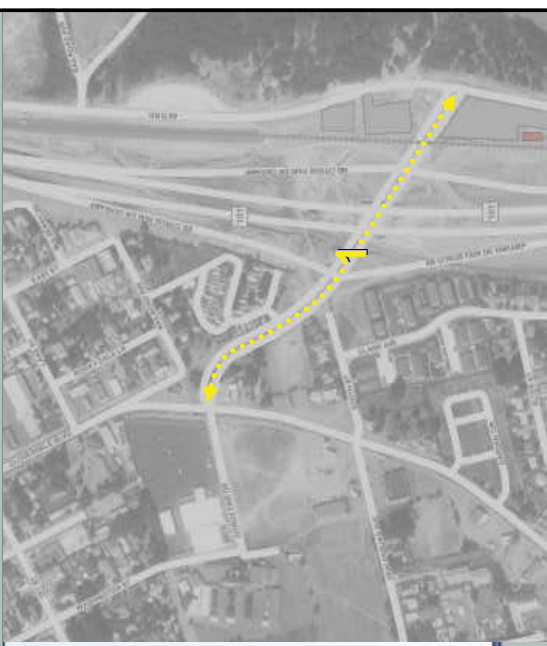


**The Driving Experience:**  
Improving the Station to Downtown link will also improve the Freeway to Downtown link

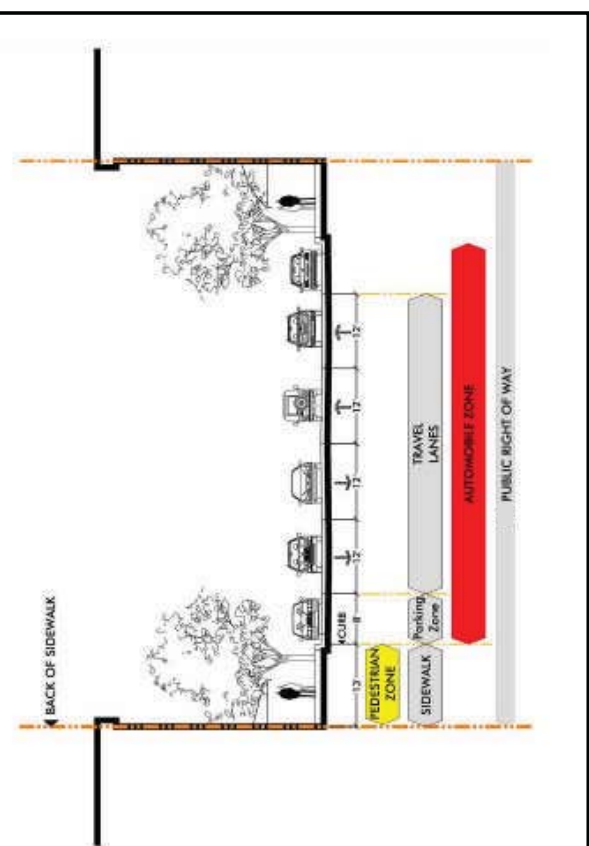
**1. Citrus Fair Drive:**  
 Typical Street Section  
 Treatment Alternatives

**Key Improvements – Citrus Fair Drive**

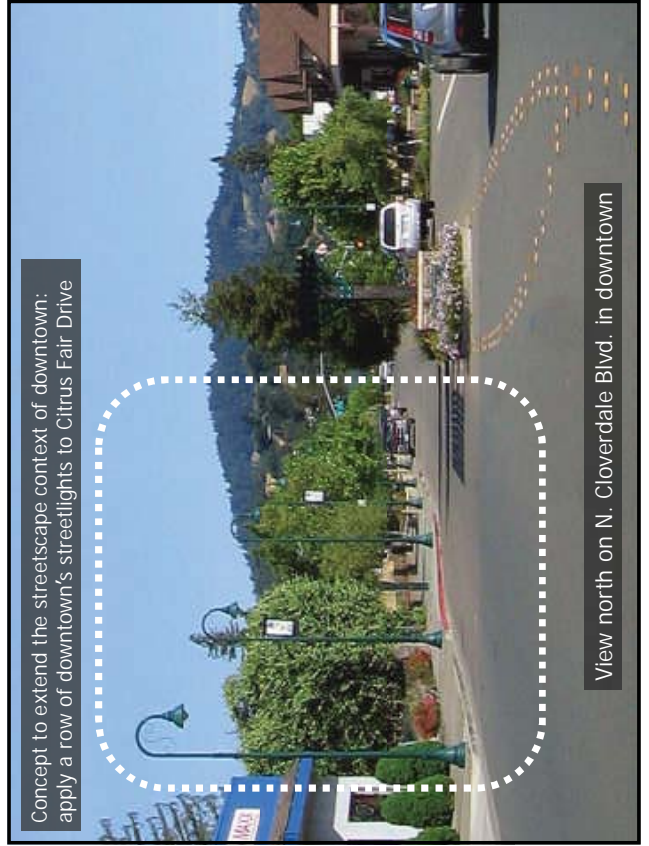
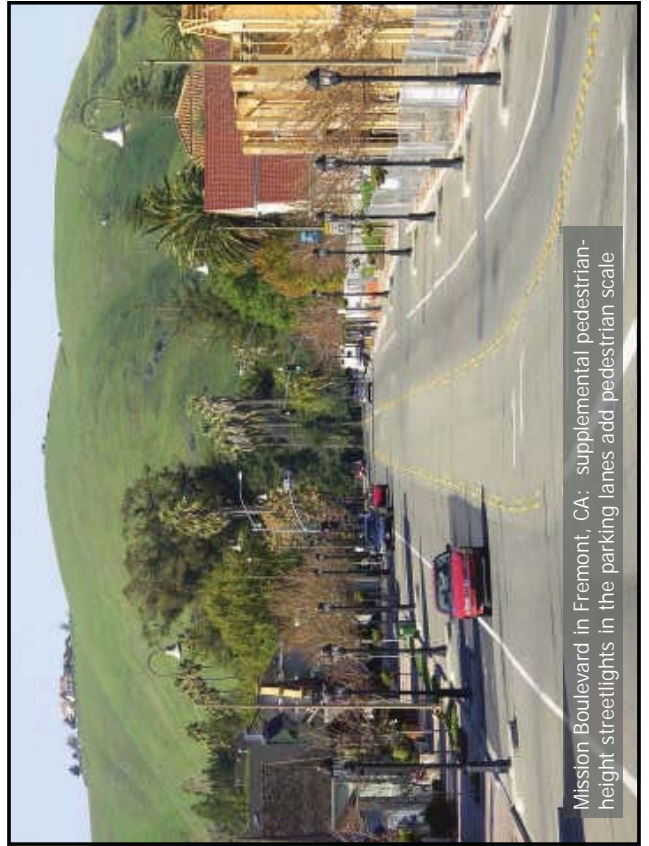
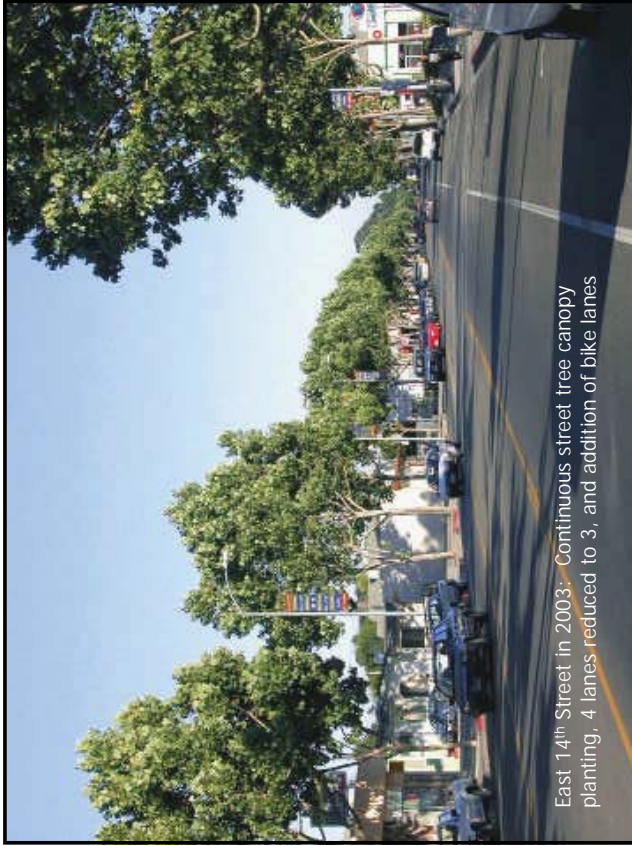
1. Citrus Fair Drive – the typical street section



The “turfs” of the street section – pedestrians vs. automobiles



# The Strategic Use and Placement of Streetscape Verticals – the “Strong Force” in streetscape design



# The Strategic Placement of Streetscape Horizontal Surface Types – the “Weak Force” in streetscape design



Caltrans-approved state highway shoulder treatment: “Streetprint” colored asphalt topping (CA-16 in Capay, CA)



Caltrans-approved state highway shoulder treatment: “Streetprint” colored asphalt topping (CA-16 in Capay, CA)



State highway shared center turn lane treatment: “Streetprint” colored asphalt topping (S.R. 114, Barrington, RI)

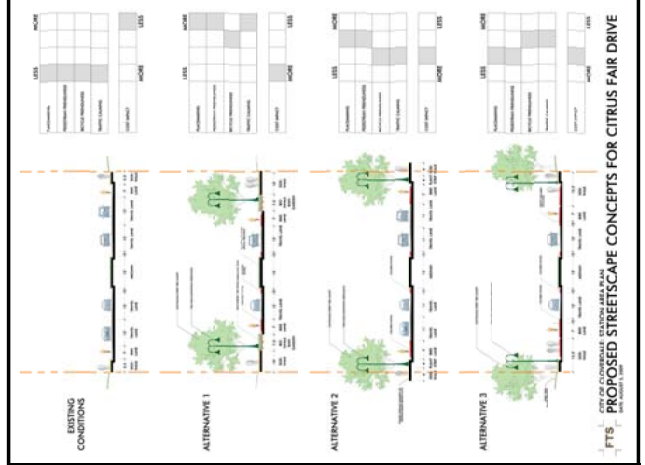
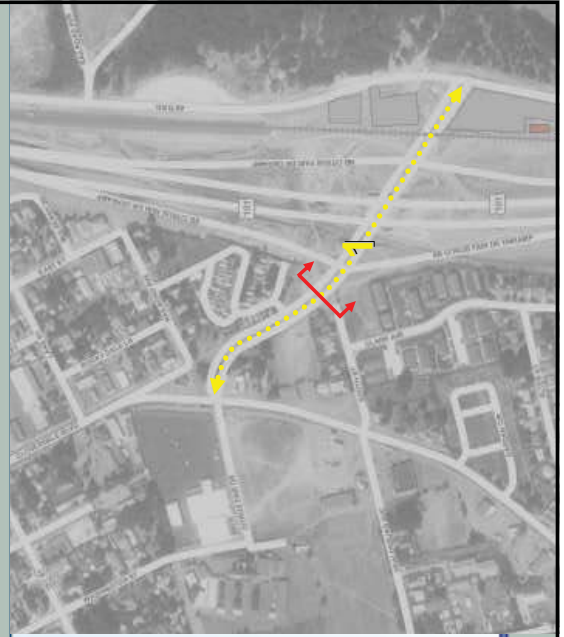
Expansion of pedestrian & bike realm outside of curb with colored asphalt topping, striping, signposts, and movable street furnishings:  
 Broadway, New York City (2008)



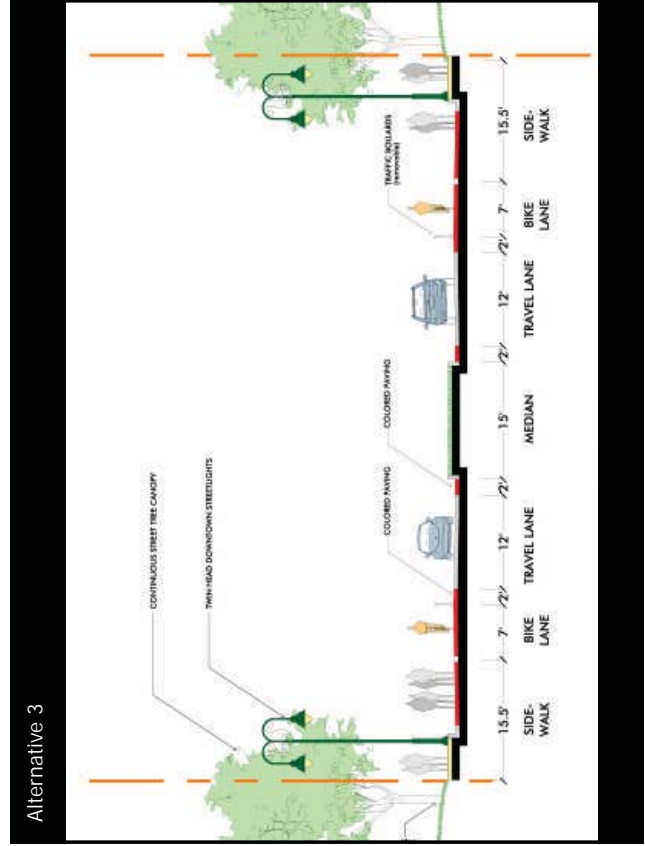
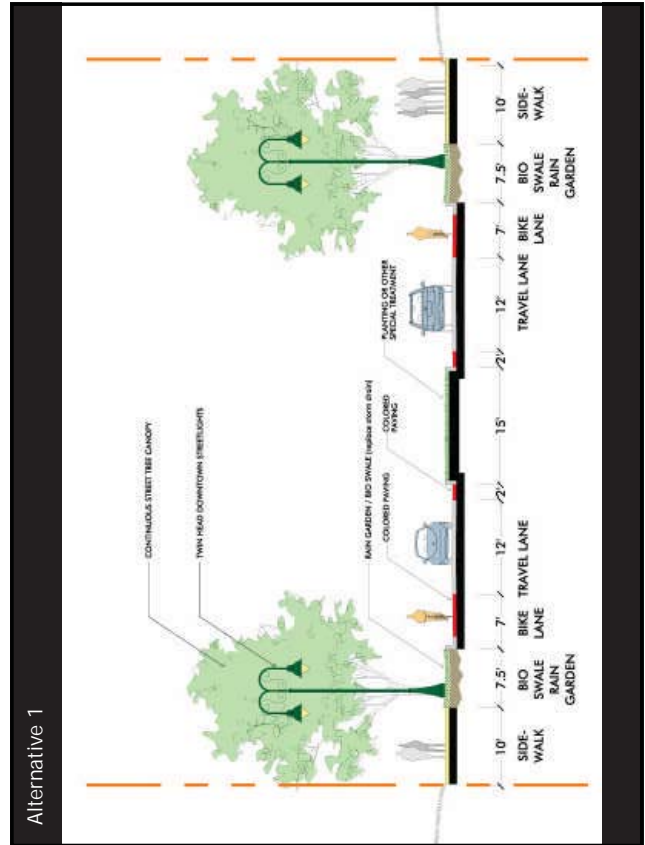
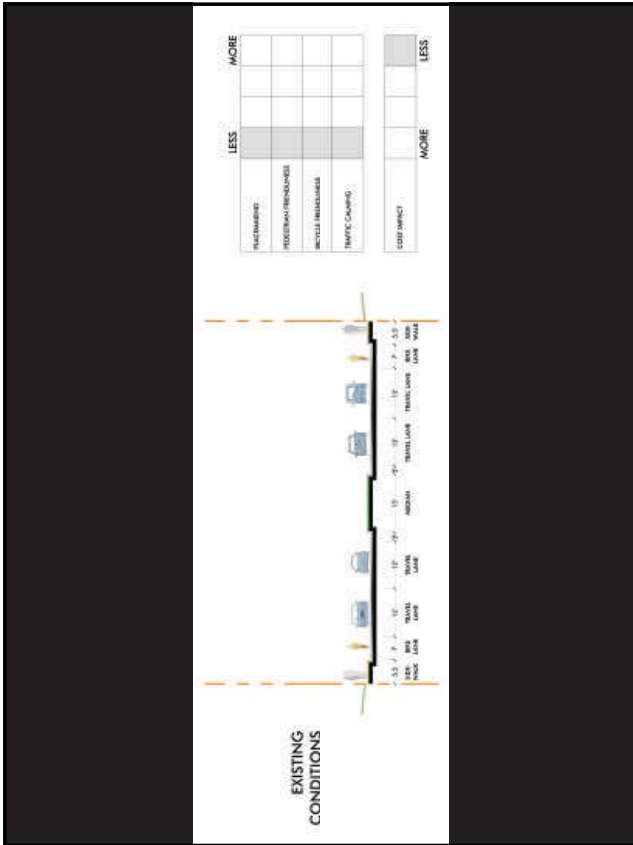
## Synthesis: Typical Street Section Treatment Alternatives

### Key Improvements – Citrus Fair Drive

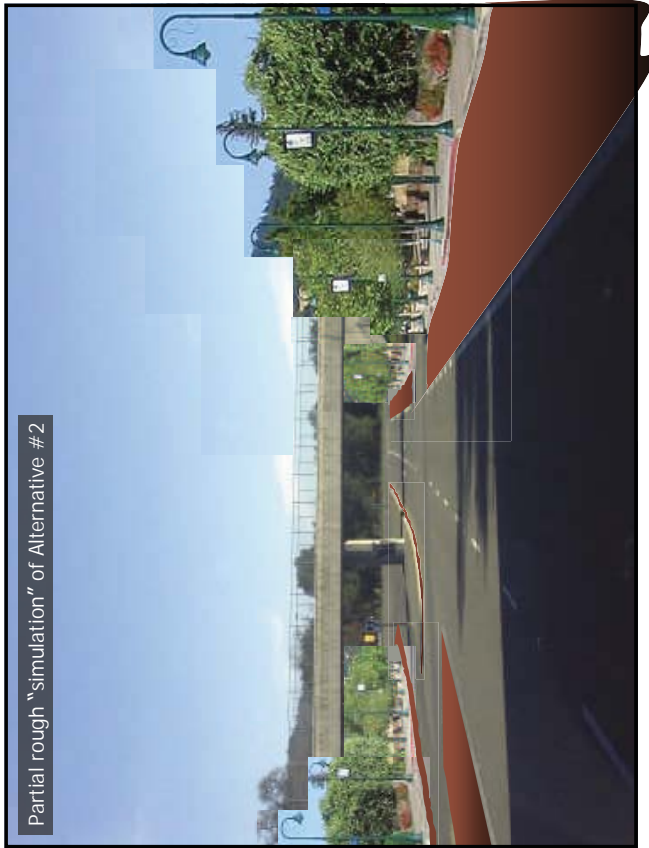
1. Citrus Fair Drive – the typical street section (assumes that some design treatments may be “pinched” at freeway ramps and bridge underpasses)



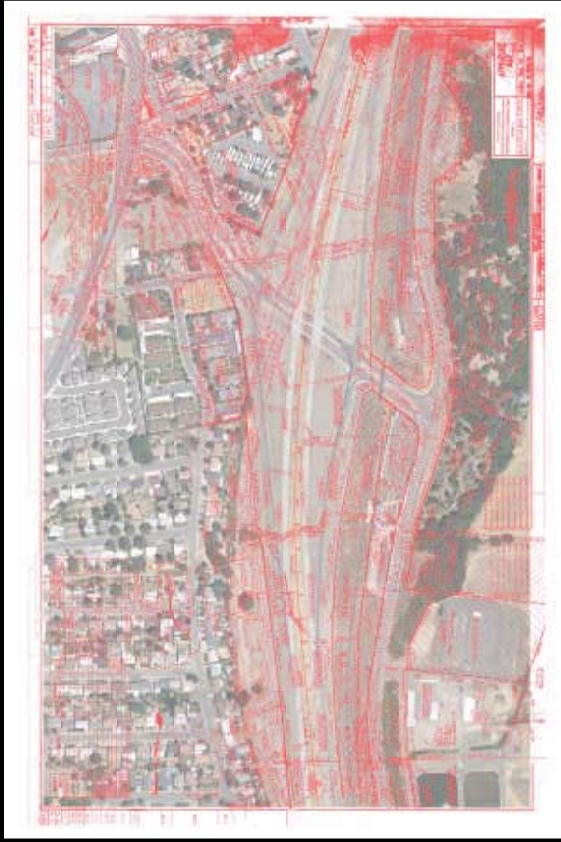




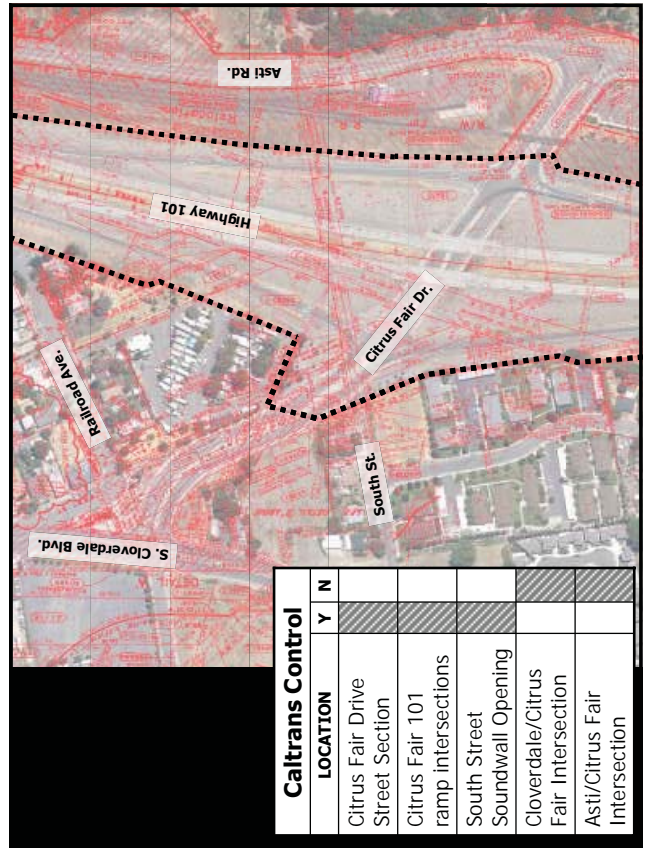
Partial rough "simulation" of Alternative #2




Caltrans right-of-way and control issue



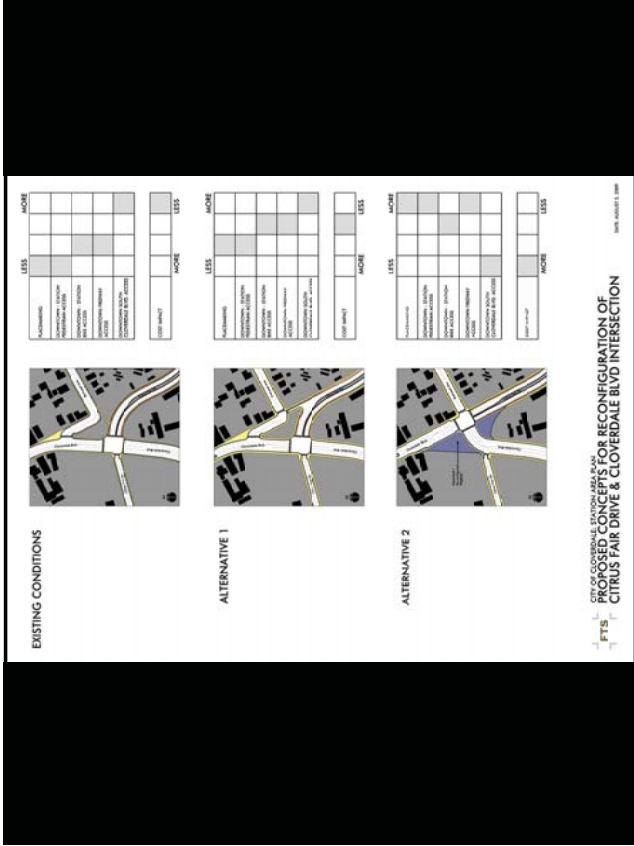
## 2. Potential Downtown Access Enhancement: Citrus Fair Drive / Cloverdale Boulevard Intersection Alternatives



### Key Improvements – Citrus Fair Junction



Alternatives look at creating a more direct connection from Citrus Fair to Cloverdale Boulevard through an added "slip lane" or a fully reconfigured intersection. Both options also enable more convenient access to Railroad Avenue.



**EXISTING CONDITIONS**

LESS	MORE
Access	Access
Connectivity	Connectivity
Convenience	Convenience
Efficiency	Efficiency
Flexibility	Flexibility
Functionality	Functionality
Integration	Integration
Performance	Performance
Resilience	Resilience
Scalability	Scalability
Supportability	Supportability
Usability	Usability
Value	Value
Visibility	Visibility
Workability	Workability

**ALTERNATIVE 1**

LESS	MORE
Access	Access
Connectivity	Connectivity
Convenience	Convenience
Efficiency	Efficiency
Flexibility	Flexibility
Functionality	Functionality
Integration	Integration
Performance	Performance
Resilience	Resilience
Scalability	Scalability
Supportability	Supportability
Usability	Usability
Value	Value
Visibility	Visibility
Workability	Workability

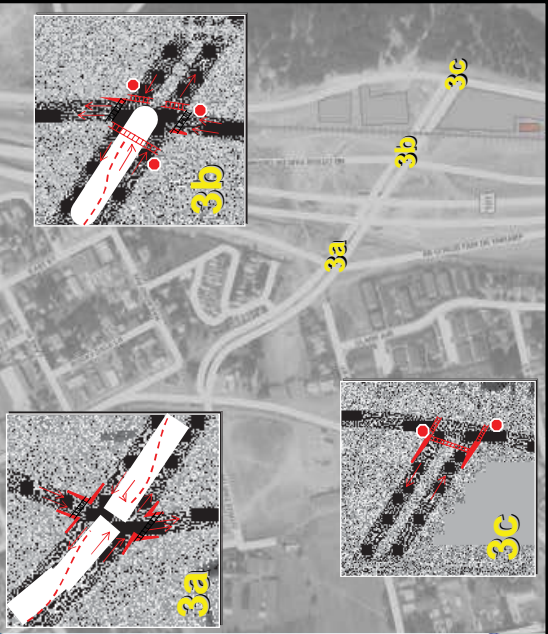
**ALTERNATIVE 2**

LESS	MORE
Access	Access
Connectivity	Connectivity
Convenience	Convenience
Efficiency	Efficiency
Flexibility	Flexibility
Functionality	Functionality
Integration	Integration
Performance	Performance
Resilience	Resilience
Scalability	Scalability
Supportability	Supportability
Usability	Usability
Value	Value
Visibility	Visibility
Workability	Workability

FTS ENGINEERING CONSULTANTS FOR RECONFIGURATION OF CITRUS FAIR DRIVE & CLOVERDALE BLVD INTERSECTION

### 3. Additional Station Area Pedestrian Connectivity and Traffic Calming Improvements: Citrus Fair Drive

### Key Improvements – Citrus Fair Drive



1. Southbound 101 ramps
2. Northbound 101 ramps
3. Asti and Citrus Fair (long term improvements)

Changes:

- Bulb-outs to slow traffic and narrow crossings
- More pedestrian crossings (Existing infrastructure in black, changes in red)

### Key Improvements – Evaluation Matrix

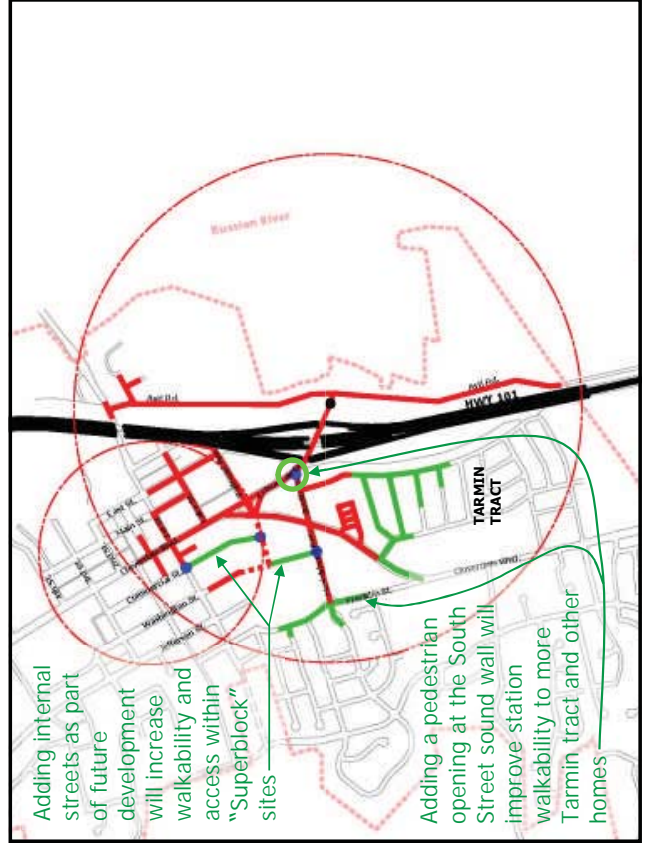
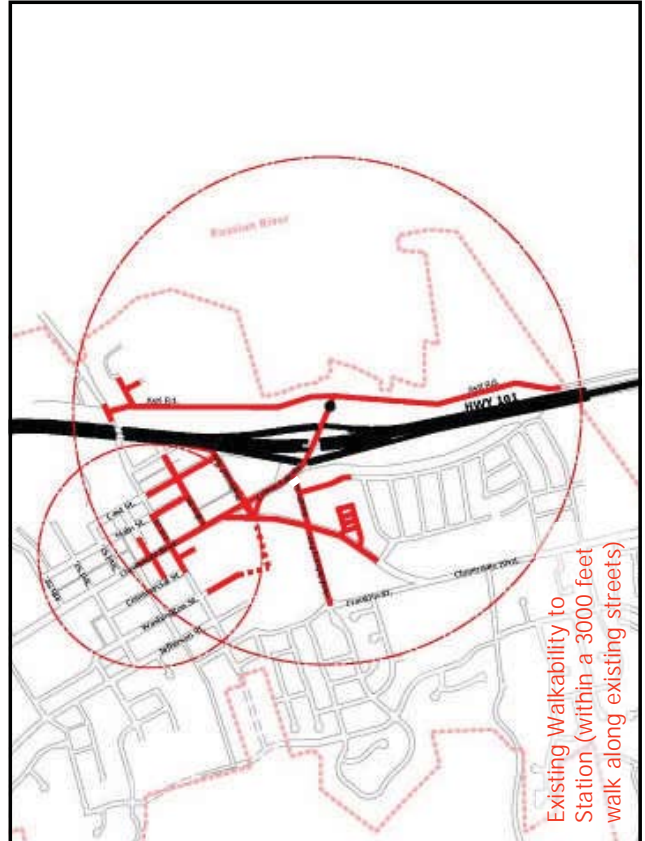
Feature	Advantages	Disadvantages
Decrease off-ramp corner radii	Slows vehicles exiting freeway	Design must take care to preserve access for trucks
Narrow off-ramp junction through corner bulb-outs	Decreased crossing distance for pedestrians	Design must take care to preserve access for trucks
Reduce Citrus Fair from two lanes to one in each direction (except at intersections)	Reduced speeds, more public space for other uses – bikes and pedestrians	Traffic flow at peak time of year (i.e. fair) will require traffic management
Additional pedestrian crossings	More pedestrian friendly environment, more logical access to station	Minor capital costs associated with installation

**Nelson Nygaard**  
ARCHITECTURAL ASSOCIATES

## 4. Street network enhancements

to make the Station more walkable and bike-able from nearby neighborhoods

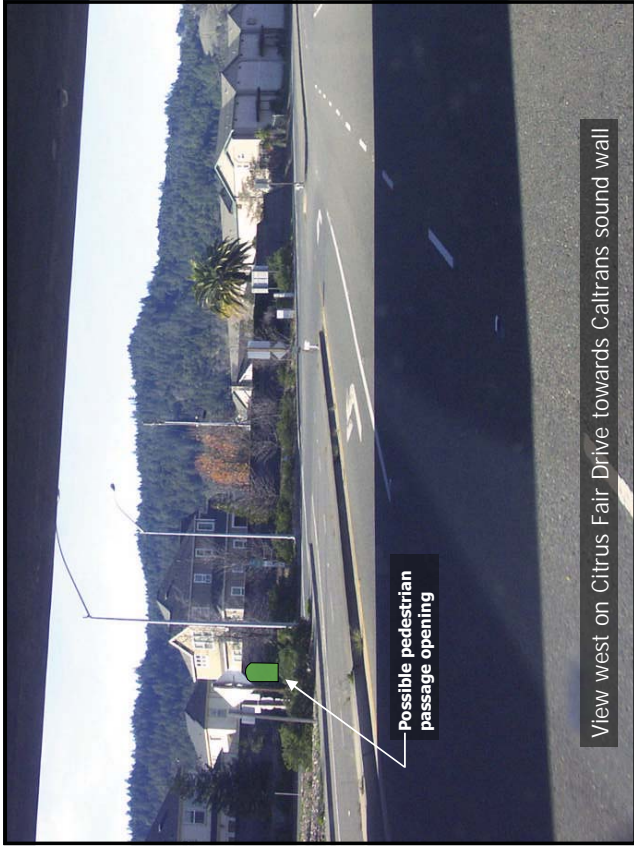
- Extension of downtown street grid in future Thyme Square and Citrus Fair site development
- Add a sound wall passageway at South Street to improve Tarmin Tract station walkability
- Infill of missing sidewalks along South Cloverdale Blvd. (dependent on private development)
- Suggested future bike trail connection to river trail (outside of city limits)





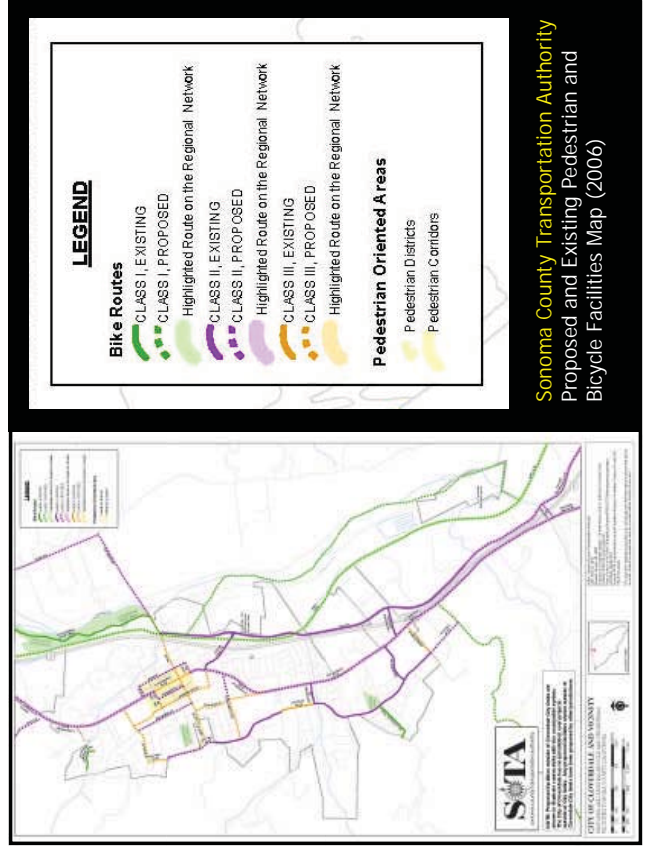
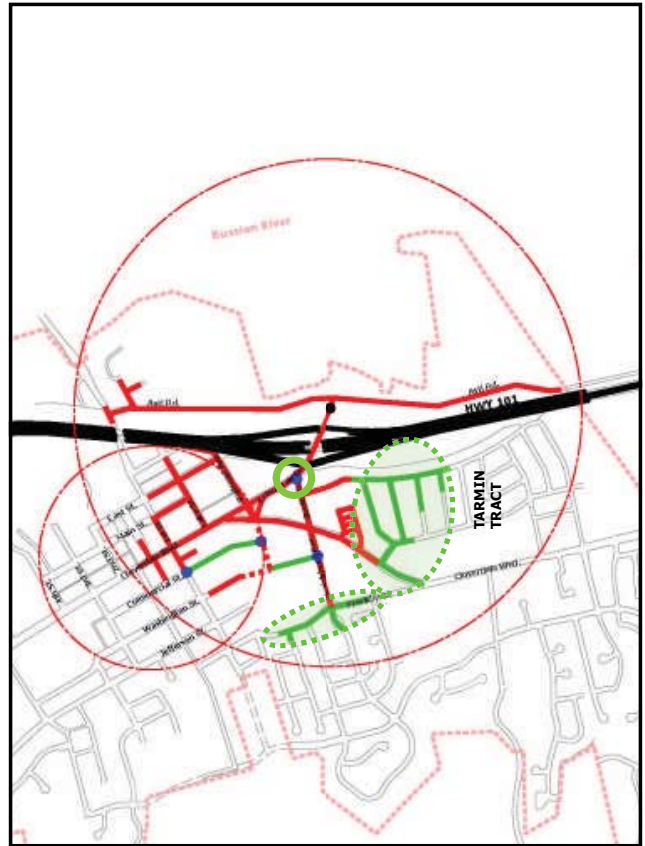
Possible pedestrian passage opening

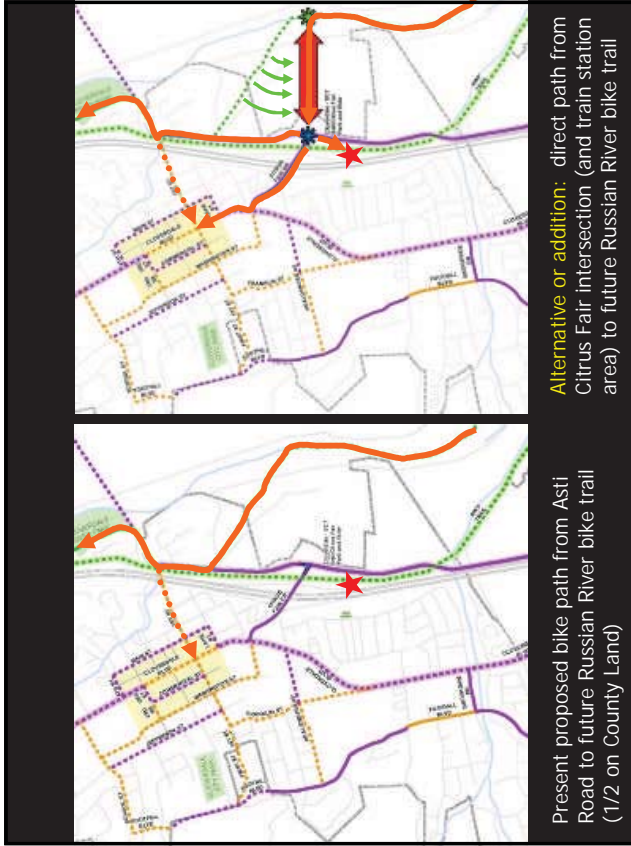
View east on South Street towards Caltrans sound wall



Possible pedestrian passage opening

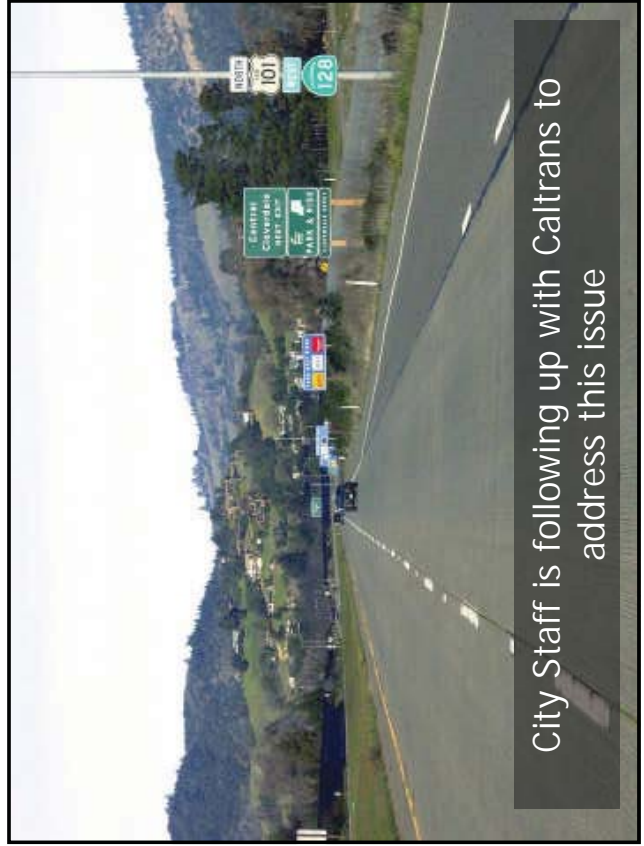
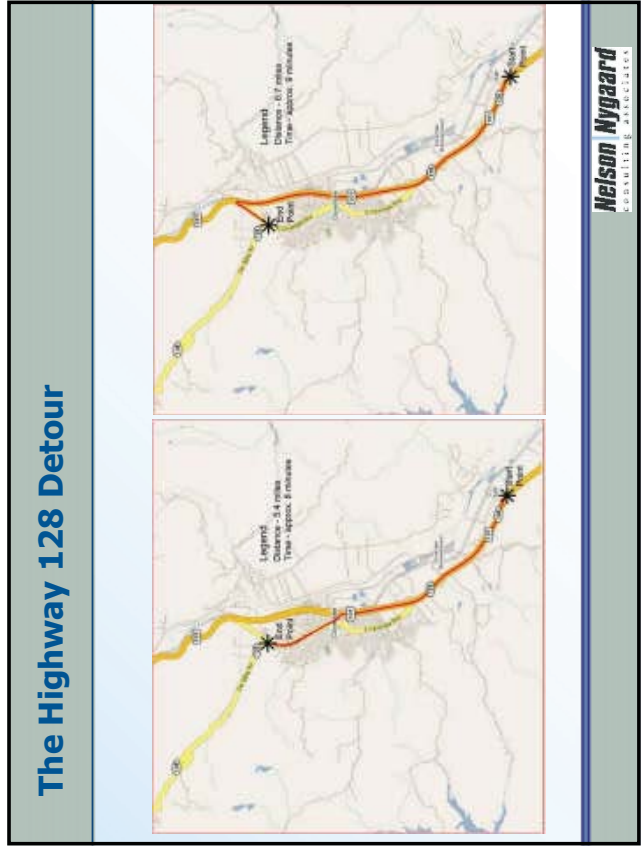
View west on Citrus Fair Drive towards Caltrans sound wall





5. Potential northbound Highway 101 signage to indicate the Citrus Fair exit and Cloverdale Boulevard through downtown as the visitor route to Highway 128 and the Mendocino Coast

(The existing North Redwood Highway exit to 128 would remain the route for trucks)





Thank you!



**MINUTES**  
**City of Cloverdale Station/Downtown Area Plan**  
**Third Public Participation Workshop**  
**Wednesday, September 30, 2009, 6:00-8:00 p.m.**  
**Cloverdale Senior Center, 311 N. Main Street, Cloverdale**

**Project Title:** City of Cloverdale Station/Downtown Area Plan.

**Project Description:**

The City, with consultants Freedman, Tung and Sasaki, is developing a plan for the Cloverdale Station/Downtown Area Plan. In cooperation with related planning activities, this project will examine ridership potential, development concepts, and implementation actions for areas within a ½-mile radius of the Transit station. The Plan will analyze the overall project area with respect to access and circulation, evaluate existing and alternative land uses, prepare a comprehensive precise plan and environmental assessment, and develop design guidelines and zoning regulations to encourage development in and around the Station/Downtown Area Plan.

**Third Public Workshop Outline:** This Workshop reviewed concepts and public comments from the first two public workshops. A presentation (attached as Exhibit 1) summarized the key concepts, planning framework, and revitalization strategy that will support a community vision for the Station/Downtown Area Plan. The presentation included a summary of the proposed improvements to increase transit and downtown connectivity as well as create a stronger pedestrian/bike network. A portion of the Workshop provided the opportunity for the public to review and comment on the various key concepts in the plan.

**Workshop Agenda:**

Introduction and Goals for the Workshop  
Review from 1<sup>st</sup> and 2<sup>nd</sup> public workshops  
Presentation of the key concepts, planning framework, and revitalization strategy  
Public Comment and discussion  
Workshop Close

**Staff/Consultant Reports:**

Introduction and Goals for the Workshop –	Karen Shimizu
Review from 1 <sup>st</sup> and Second Public Workshops held on May 20, 2009 and August 5, 2009 -	Greg Tung presented via PowerPoint presentation (attached as Exhibit 1)
Presentation of key concepts, planning framework, And revitalization strategy -	Greg Tung, and Eric Callaway presented via PowerPoint presentation (included in Exhibit 1)
Transportation Management Plan -	Jeff Tomilin of Nelson Nygaard presented via PowerPoint presentation (included in Exhibit 1)



**Summary of comments received:**

- Existing buildings need improvement prior to basing architectural design elements on them.
- Questioned future of City Plaza and possible expansion of the plaza. The northern anchor should be a civic anchor and should be kept in the downtown in the same location. In terms of the plan, the civic center should be a focus.
- Question of how land will be acquired for what is being proposed. The plan will provide and set forth regulations in support of achieving the vision of the plan. The plan will rely on private development.
- Assistance programs are important in downtown revitalization.
- Many properties in the downtown area are eyesores, detrimental to the community. Questioned future regulations to make property owners beautify properties.
- Create future parking underground/under-building parking or install parking facilities for multiple uses.
- Design ADA parking spaces for those that can not walk to the station.
- Paid parking to encourage efficient use of the lot by discouraging driving by those that live within close proximity.
- Regulations could be made to enforce parking designs, depending on the districts.
- The station area plan will have specific policies to implement the plan and will require zoning amendments, but the exact format of the regulations is not yet known.
- Consider and plan for health services. Include with recommended uses.
- Important to incorporate into design: lighting, accommodations for non-ambulatory people, seating arrangements (benches) within public spaces and the linear park concept.
- Think of renaming "Citrus Fair Drive" to a name that would draw to the downtown area.
- Concern with one lane traffic on the Citrus Fair due to increased traffic to downtown.
- Include security measures for people and their property (offer bike lockers, emergency phone services). Make sure that people feel safe physically, and so that they feel that their personal property is safe.
- Questioned converting N. Cloverdale from First Street in the downtown core and beyond as a pedestrian only zone and refocusing traffic on parallel side streets.

**Workshop Close: 8:35 p.m.**

## Cloverdale Station Area Plan

# Summary & Final Recommendations for the Plan Document

*Workshop #3  
September 30<sup>th</sup>, 2009*

FTS

## Agenda

- Review of process
- Review of Workshop #1 & #2 comments
- Review of Goals & Key Concepts
- Presentation
  - Strategy Framework and Basic Document Organization (including recommended zoning changes)
  - Plan Area Boundary
  - Public Space improvements
- Summary and Next Steps

FTS

## Station Area Plan Project Objectives

- **Dialogue:** Facilitate informed community dialogue among diverse stakeholders in order to establish specific land use planning for the entire area surrounding the transit station;
- **Education:** Educate the public about the precise plan and transit-oriented development (TOD) concepts, including a broad-based understanding of the specific community benefits of TOD;
- **Planning:** Establish a planning framework, process and precise plans necessary as a prerequisite for successful transit-oriented development;
- **Connectivity:** Integrate the transit station into the existing adjacent residential and commercial neighborhoods, with strong connections to employment centers;
- **Implementation /Adoption:** Prepare and adopt a Depot and Downtown Area Precise Plan that attracts private investment, creates a livable, walkable community and, ultimately, results in strong transit ridership demand.

## Summary of Workshop #2 Feedback

- General Consensus:
  - Top 10 Goals
  - Citrus Fair Dr. – Linear Park Configuration
  - Sound wall opening and street network to increase connectivity to and around the station
  - Prioritize access directly into downtown by design
- More information is needed about the Cloverdale Blvd/Citrus Fair intersection alternatives with further explanation on how to weigh trade-offs in potential designs

## Summary of Workshop #2 Feedback

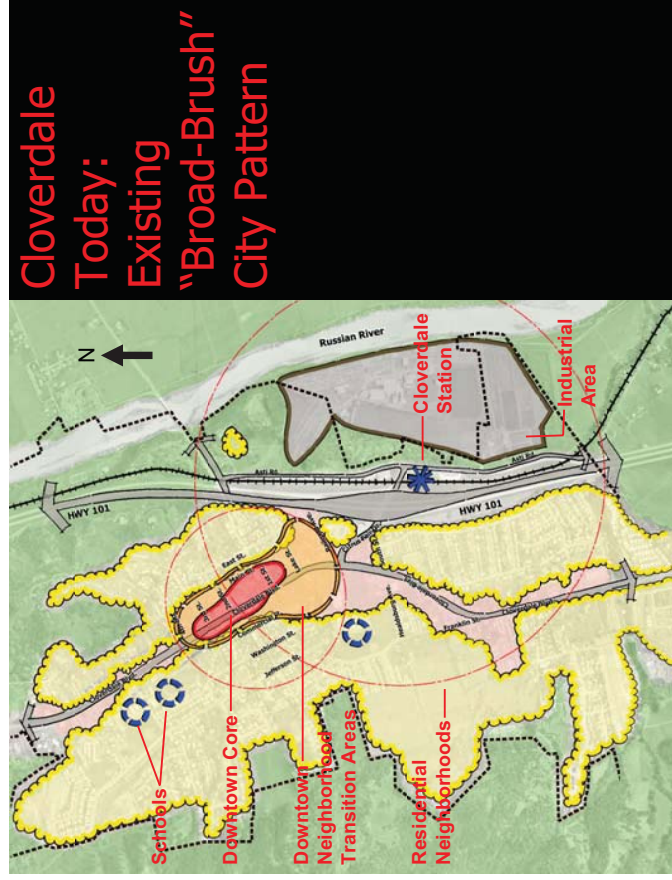
- We need a true design "vision" to unify the Blvd.
- Offer visitors uniqueness (i.e. trees, fountains, public art, landscaping), and encourage tourist money into Cloverdale.
- Cloverdale is a bike friendly community. Consideration should be given to bike parking requirements on new development and include space for bikes.
- Decrease speed limits to slow down traffic: Asti Rd, Citrus Fair Dr.
- "Genuinely Cloverdale" means a down to earth, caring community with agrarian roots; unpretentious community with a surprisingly sophisticated mind.

## "Top 10" Station Area Plan goals:

1. A successful T.O.D. that helps strengthen Downtown.
2. Support developments that sustain rail service and create future job opportunities.
3. A walk-able, bike-able connection between Downtown and the Cloverdale Depot.
4. A "captive audience" living near Downtown and the train station to add market support and ridership.
5. Protect existing neighborhoods and strengthen transitions to commercial areas.
6. Make sure new development is "genuinely Cloverdale" in form and character.
7. Continue the City's successful job of limiting strip retail and shaping a pedestrian-friendly downtown.
8. Provide connectivity to the River Trail.
9. Retain existing anchors and attract a new Downtown anchor, such as a supermarket.
10. Create the feeling that you have arrived in the Downtown.

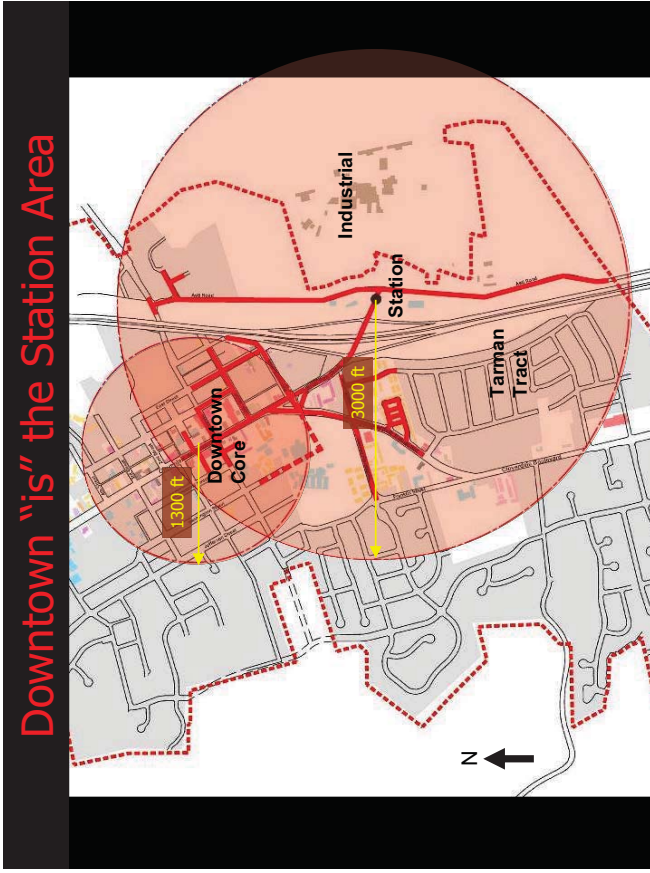
## WORKSHOP #3

- Summary of key concepts, planning framework, and revitalization strategy
- Summary of proposed improvements to improve transit and downtown connectivity and create a stronger pedestrian/bike network
- Final recommendations to be incorporated in to the Station Area Plan

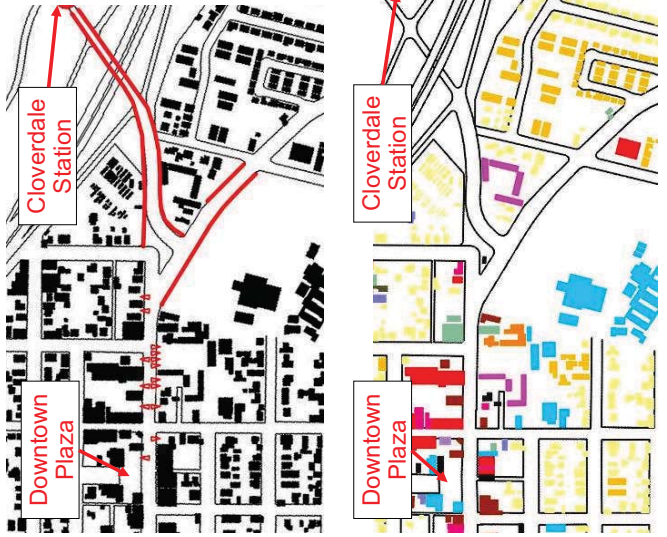
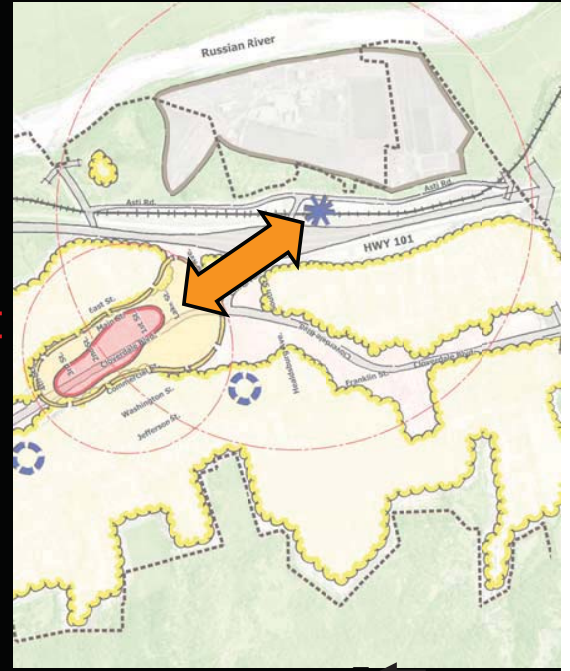


**Key Concepts for Successful  
Downtowns and Station Areas:**

- Compact, Clustered Development, & Location Efficiency
- Uses that exploit the Competitive Advantages of Downtowns – “park once”
- Density of Ground Level Entrances to support pedestrian activity
- Customers and transit riders that live & work in the Downtown/Station Area



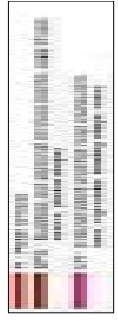
**Plan for a Downtown that supports the Station and a Station that supports the Downtown**



**BETWEEN  
STATION AND  
DOWNTOWN:**

Inconsistent Building Fabric has few street entrances;

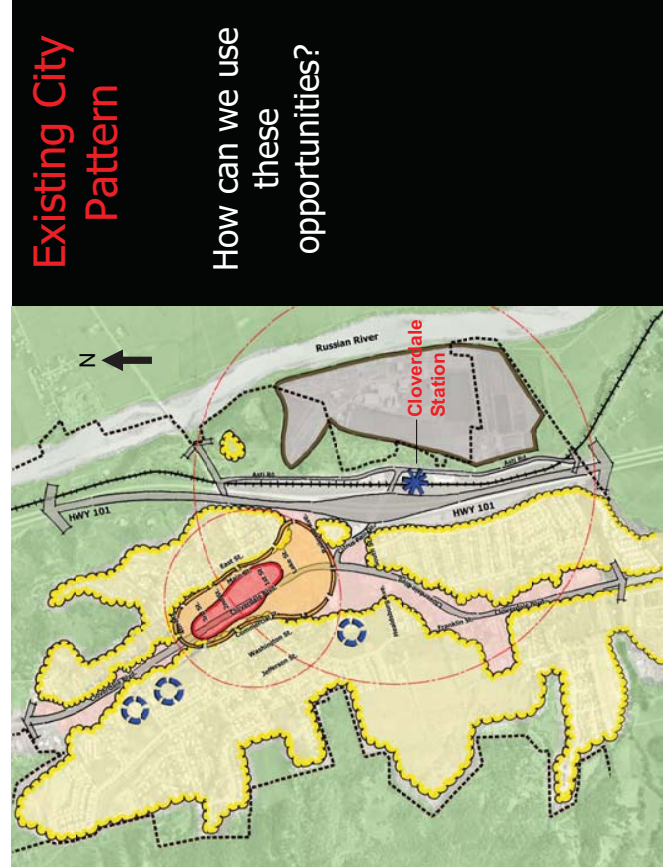
Lack of Activity Generating Uses



## Economics - Guidance for the Station Area Plan

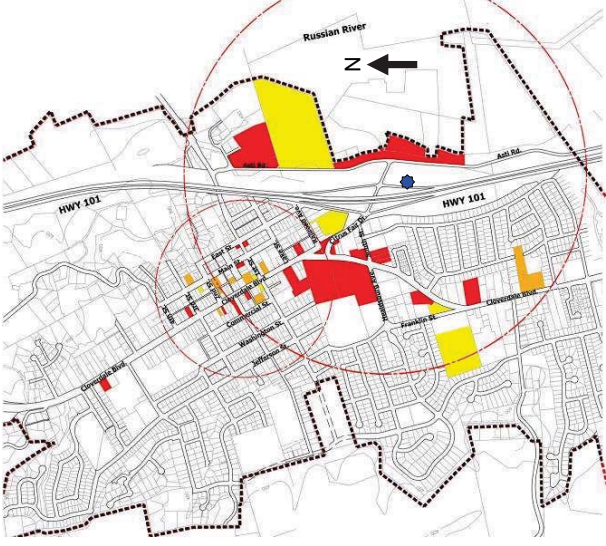
- **Changes that would help downtown:**
  - Higher density housing: will support both downtown retailers and transit use, and could help establish Cloverdale as a destination
  - Getting a new “anchor” tenant, such as a supermarket, to locate downtown or next to downtown
- **Changes that would NOT help downtown:**
  - Allowing new retail development outside downtown
  - Letting any existing downtown “anchors,” such as the post office or civic uses, locate outside downtown
  - New visitor accommodations in downtown

MUNDIE & ASSOCIATES



### Existing City Pattern

How can we use these opportunities?



### Opportunity sites

- Short-Term
- Medium-Term
- Long Term

#### Best Current Opportunities:

Large Assembled properties at the Cloverdale Blvd./ Citrus Fair Drive; some at Asti Rd. across from Station

#### Longer Term Opportunities:

Distributed Throughout the Downtown Core

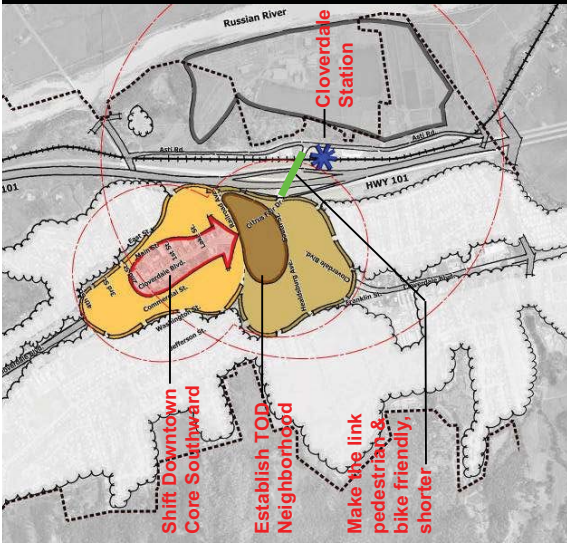
## Revitalization Strategy Framework

1. Re-discover Central Cloverdale as a compact, transit oriented downtown
2. Establish a District Structure with a clear market focus to:
  - Focus the Downtown Core
  - Anchor the Downtown Core
3. Use the best opportunity sites to build the Downtown & the Station area’s customer & transit rider population
4. Transition appropriately to surrounding neighborhoods
5. Create a strong pedestrian-bike-transit network in & around the Downtown/Station Area

**Revitalization Strategy Framework**

1. Refocus the core back to a compact, transit-oriented Downtown/ Station area:

- Over time, concentrate and shift Downtown's center of intensity and activity so that it supports, and is supported by the Station



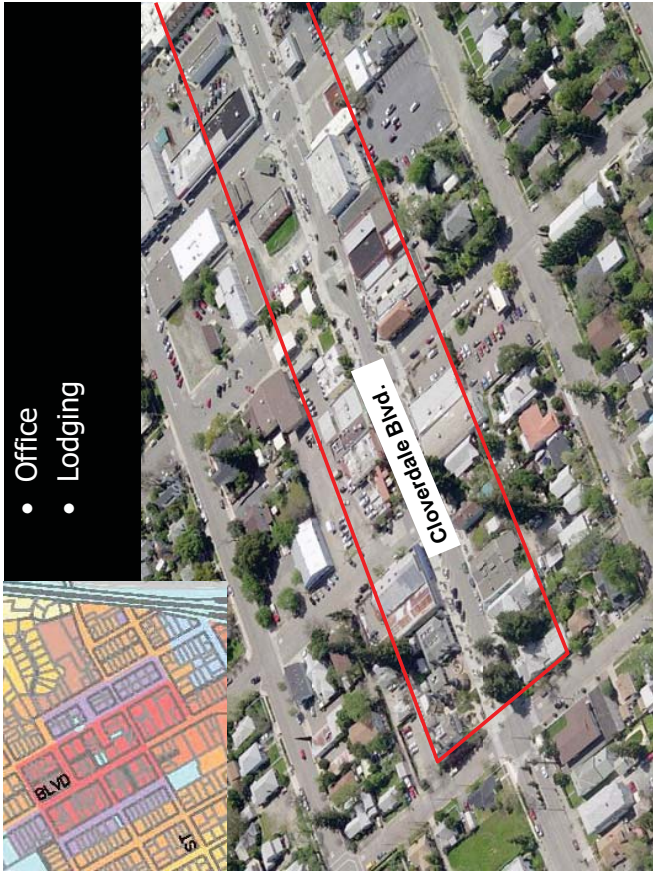
Density controls number of people. It does not control building scale. . .



DOWNTOWN COMMERCIAL	GENERAL COMMERCIAL	SERVICE COMMERCIAL
<p><b>Controls</b></p> <ul style="list-style-type: none"> <li>• 3 FAR (max)</li> <li>• 0' front setback (min)</li> <li>• 40' or 3 stories (max)</li> </ul> <p><b>Use</b></p> <ul style="list-style-type: none"> <li>• General Retail including apparel and restaurants</li> <li>• Office</li> <li>• Lodging</li> <li>• Multi-Family Residential above ground floor office or retail</li> </ul>	<p><b>Controls</b></p> <ul style="list-style-type: none"> <li>• 1 FAR (max)</li> <li>• 15' front setback (min)</li> <li>• 40' or 3 stories (max)</li> </ul> <p><b>Use</b></p> <ul style="list-style-type: none"> <li>• General Retail including apparel and restaurants (conditional)                             <ul style="list-style-type: none"> <li>- Office</li> <li>- Vehicle Sales</li> <li>- Lodging</li> <li>- Multi-Family Residential above ground floor office or retail</li> </ul> </li> </ul>	<p><b>Controls</b></p> <ul style="list-style-type: none"> <li>• 1 FAR (max)</li> <li>• 20' front setback (min)</li> <li>• 35' or 2 stories (max)</li> </ul> <p><b>Use</b></p> <ul style="list-style-type: none"> <li>• Conditional Office</li> <li>• Industrial</li> <li>• Repair</li> <li>• Storage</li> <li>• Multi-Family Residential above ground floor commercial</li> </ul>



- General Retail including apparel and restaurants



- Office
- Lodging

**Maximum FAR limits overall intensity. It does not control building form or character.**

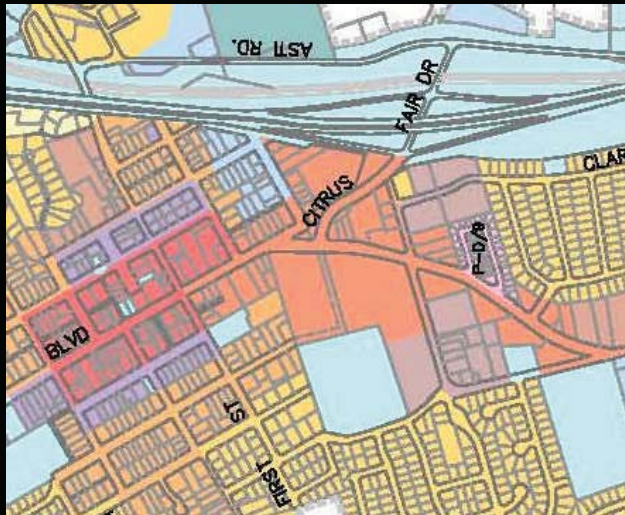
**FAR = 2**

**FAR = 2**

**FAR = .375**

**General Commercial**

**Commercial Zoning:**  
 too spread out, limits  
 new housing, impacts  
 existing housing, lacks  
 form/character controls



**LEGEND**

EXISTING CITY LIMITS
GENERAL PLAN STUDY AREA
P-D AREA BORDER
RURAL RESIDENTIAL
RESIDENTIAL HILLSIDE
RESIDENTIAL SUBURBAN
SINGLE-FAMILY RESIDENTIAL
TWO-FAMILY RESIDENTIAL
CONDOMINIUM/TOWNHOUSE
MULTI-FAMILY RESIDENTIAL
OFFICE/MULTI-FAMILY
DOWNTOWN COMMERCIAL
GENERAL COMMERCIAL
HIGHWAY COMMERCIAL
SERVICE COMMERCIAL
COMMERCIAL RECREATION
PUBLIC INSTITUTIONAL
GENERAL INDUSTRIAL
INDUSTRIAL PARK
PLANNED UNIT DEVELOPMENT

## General Plan Direction

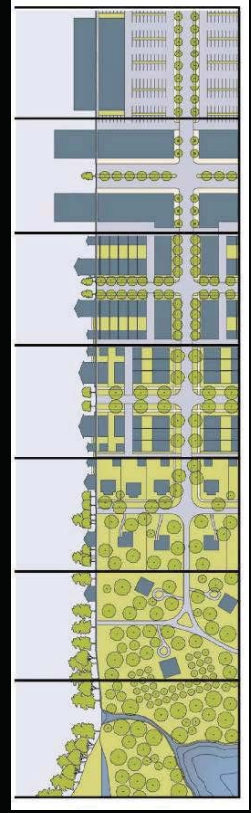
- Initiate Zoning Ordinance amendments to achieve conformity with the General Plan Land Use Map and Land Use Table such that:
  - The Downtown will be the commercial, cultural, and governmental core of the City
  - The City will retain existing residential uses and encourage new residential uses in and near the downtown in order to preserve a close-in customer and pedestrian base
  - The zoning will encourage mixed use development downtown and discourage the creation of retail commercial areas outside the downtown that would adversely affect the viability of the downtown

## TOOL – District/Form Based Regulations:

- Regulations that shape physical characteristics of buildings for compatibility, such as orientation, volume, relationship to the street, and architecture/massing.
- Regulations that are more *flexible* about adjacent uses that are compatible with each other (e.g. housing, offices, services)
- These provide greater investment security by insuring that new (or renovated) buildings will be located near others of similar type.

## “Sense of place”

- Understand the “pieces of city” (neighborhoods, districts) whose physical and performance characteristics tell you where you are.
- Each “piece” has to have coherence and regularity to make them recognizable (and secure for investing).



The “Urban Transect” (from the Smart Code, v.7)



Suburban Office Park vs. City Center Office



Same use & height, different district character

Multi-family "Project" vs. Multi-family Neighborhood



Same use & height, different district character

Suburban Neighborhood vs. TOD or Downtown Neighborhood

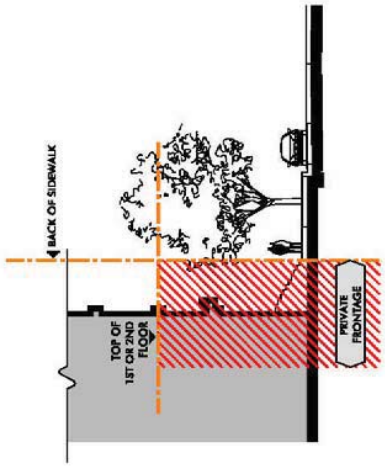


Same use, different street/district character

District **Regulating "Form"** Regulations:

The Frontage Type Determines the Quality of the Pedestrian Experience

The layer from Building façade to back of sidewalk

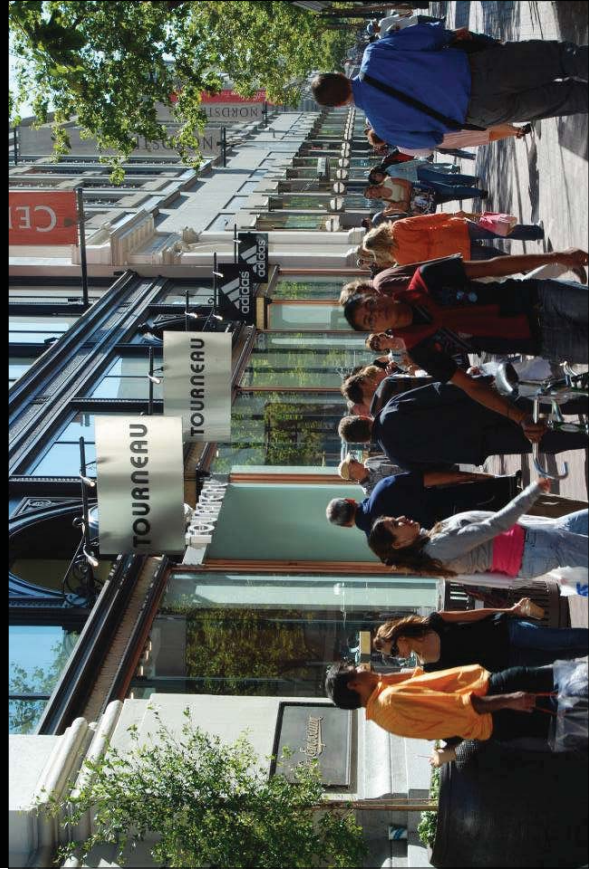


Private Frontage

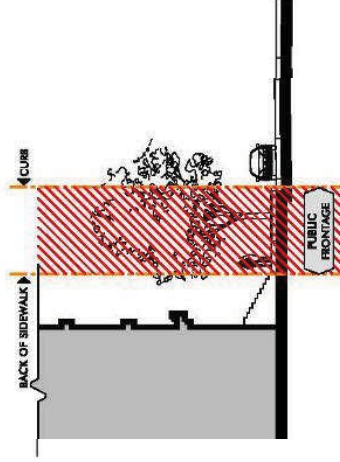
Auto-Oriented



Pedestrian-Oriented



The layer between the curb face and the back of sidewalk



Public Frontage

A Main Street with Curbside Parking & Slow-Moving Traffic



# Coordinating Public & Private Frontage

(Matching the Street Type with the Development Type)

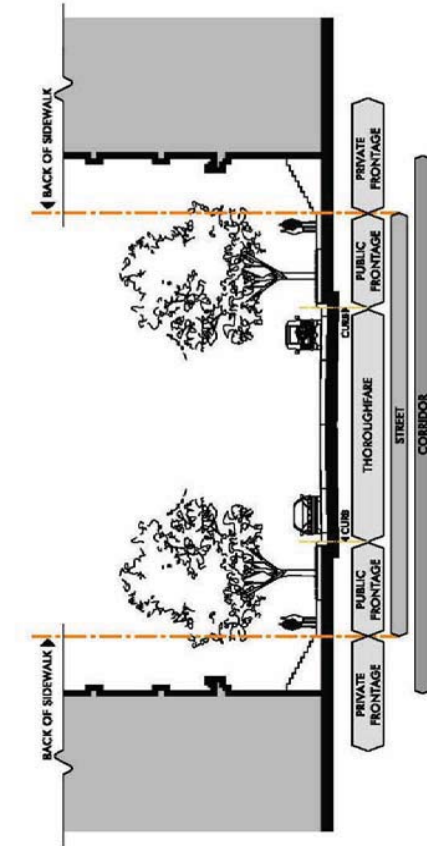


FIG. 18.28.013.2) CORRIDOR DEFINITION OF TERMS

A corridor consists of a public right-of-way AND the enfronting development



A corridor consists of a public right-of-way AND the enfronting development

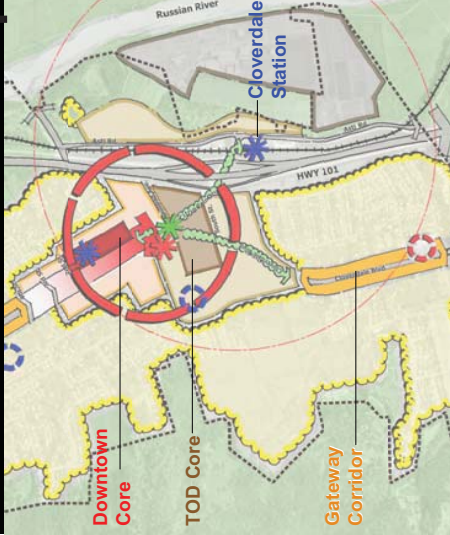
Pedestrian-Oriented



Auto-Oriented

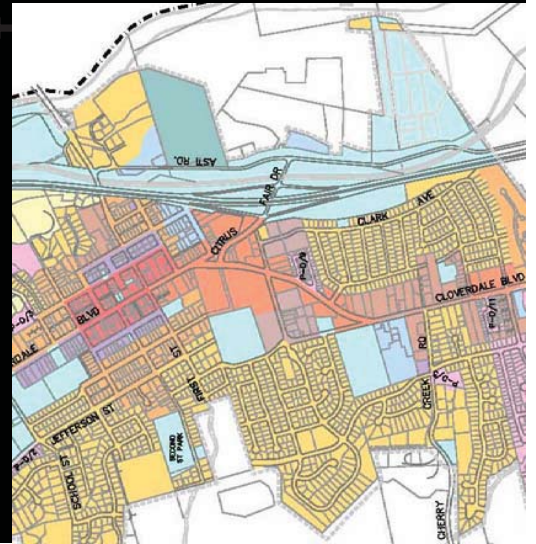


## Proposed District Strategy



- A **Downtown Core** focused on activity generating uses and upper floor living and working.
- A **Transit Oriented District** in between the Downtown Core and Cloverdale Station
- **Transition Districts** surrounding the Downtown Core and TOD Core with appropriately scaled residential neighborhoods
- Primarily residential **Gateway Corridors** flanking Downtown

## Existing Zoning



### LEGEND

- EXISTING CITY LIMITS**
- GENERAL PLAN STUDY AREA
  - P-D AREA BORDER
  - RURAL RESIDENTIAL
  - RESIDENTIAL HILLSIDE
  - RESIDENTIAL SUBURBAN
  - SINGLE-FAMILY RESIDENTIAL
  - TWO-FAMILY RESIDENTIAL
  - CONDOMINIUM/TOWNHOUSE
  - MULTI-FAMILY RESIDENTIAL
  - OFFICE/MULTI-FAMILY
  - DOWNTOWN COMMERCIAL
  - GENERAL COMMERCIAL
  - HIGHWAY COMMERCIAL
  - SERVICE COMMERCIAL
  - COMMERCIAL RECREATION
  - PUBLIC INSTITUTIONAL
  - INDUSTRIAL PARK
  - PLANNED UNIT DEVELOPMENT

## Proposed District Structure




- A **Downtown Core** focused on activity generating uses and upper floor living and working.
- A **Transit Oriented District** in between the Downtown Core and Cloverdale Station
- **Transition Districts** surrounding the Downtown Core and TOD Core with appropriately scaled residential neighborhoods
- Primarily residential **Gateway Corridors** flanking Downtown

Downtown Core	TOD Core
<ul style="list-style-type: none"> <li><b>Required:</b> Ground floor retail shopfronts in key locations</li> <li><b>Permitted:</b> Housing, office, lodging above</li> <li>1 - 3 Floors</li> <li>Min. height 20 ft</li> <li>4 Floors in "landmark" locations</li> <li>Urban frontage treatments: Wide sidewalks, trees in grates and pedestrian scale streetlights</li> </ul>	<ul style="list-style-type: none"> <li><b>Permitted:</b> Housing, Office, Lodging</li> <li><b>Limited:</b> Neighborhood serving retail</li> <li>1 - 3 Floors</li> <li>2 - 4 Floors in "landmark" locations</li> <li>Urban neighborhood frontage: Comfortable sidewalks, trees in planter strips or tree grates and pedestrian scale streetlights</li> </ul>

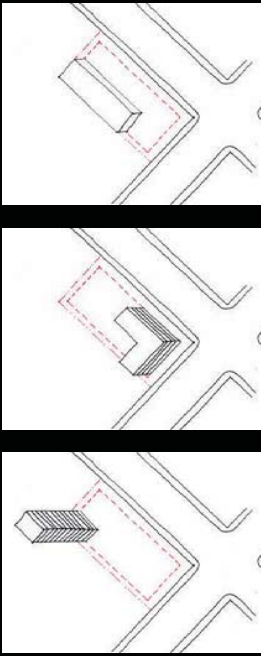
Downtown Neighborhood	TOD Neighborhood	Neighborhood Blvd.	Riverfront Workplace
<ul style="list-style-type: none"> <li><b>Permitted:</b> Fine-grained, Residentially compatible housing, office, and lodging</li> <li>1 - 2.5 floors</li> <li>Neighborhood Frontage</li> <li>Treatments: Comfortable sidewalks, trees in planter strips and pedestrian scale streetlights</li> </ul>	<ul style="list-style-type: none"> <li><b>Permitted:</b> Residentially compatible housing, office, and lodging</li> <li>1 - 2.5 floors</li> <li>3 floors along Cloverdale Blvd.</li> <li>Neighborhood Frontage</li> <li>Treatments: Comfortable sidewalks, trees in planter strips and pedestrian scale streetlights</li> </ul>	<ul style="list-style-type: none"> <li><b>Permitted:</b> Medical, Office, lodging, and housing;</li> <li>1 - 3 floors</li> <li>Development fronts Cloverdale Blvd.</li> <li>Grand Blvd. building massing</li> <li>Moderate setbacks w/ formal landscaping</li> </ul>	<ul style="list-style-type: none"> <li><b>Permitted:</b> Medical, Office, (light industrial)?</li> <li>1 - 3 floors</li> <li>Development includes new streets and blocks</li> <li>Moderate setbacks w/ ample landscaping</li> </ul>

## Overall

Consider regulating **form** instead of setting:



Density limits

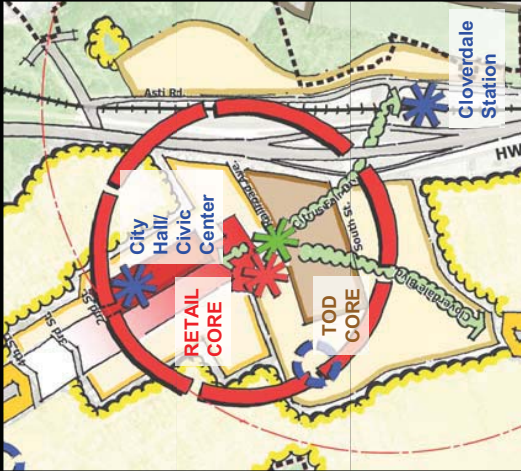


FAR/intensity limits

## Revitalization Strategy Framework

1. Re-discover Central Cloverdale as a compact, transit oriented downtown
2. Establish a District Structure with a clear market focus to:
  - Focus the Downtown Core
  - Anchor the Downtown Core
3. Use the best opportunity sites to build the Downtown & the Station area's customer & transit rider population
4. Transition appropriately to surrounding neighborhoods
5. Create a strong pedestrian-bike-transit network in & around the Downtown/Station Area

## 2a. Focus the Downtown Core



**Downtown is the "Heart of the City"**

A mixed-use/retail core that serves and is supported by a TOD neighborhood

## Downtowns: One-of-a-Kind Experience



## 2a. Focus the Downtown Core



**Nurture and Protect Downtown:**

- Concentrate activity generating uses in Downtown.
- In particular, restrict the most precious types of retail uses to the Downtown Core until a self-sustaining critical mass is established.
- Consider business recruitment and relocation incentive programs to encourage key businesses to locate in Downtown Cloverdale.

## 2a. Focus the Downtown Core



**Nurture and Protect Downtown:**

- Reserve strategic ground-level street frontages and use development standards to ensure buildings in the Downtown Core feature shopfronts containing activity generating uses.
- Stop the conversion of ground-floor shopfronts to office uses along in important Downtown Core locations.

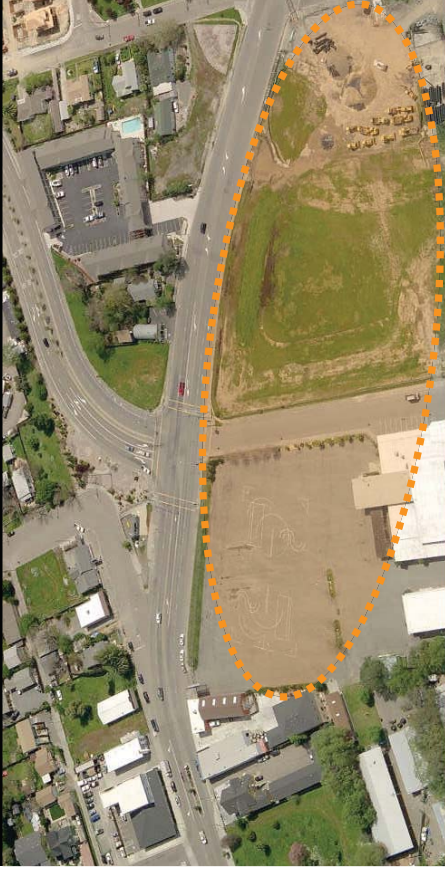
## 2b. Anchor the Downtown Core



- Support smaller scale retail uses by “anchoring” the northern and southern ends of the retail core with proven generators of pedestrian traffic and activity.
- **Require liner retail:** Large-scale anchor uses must feature continuous, inset liner shopfronts facing out along important street frontages
- Maintain a comfortable and attractive walking environment between anchor uses.

## 2b. Anchor the Downtown Core

- Pursue the land around the Citrus Fair Dr. / Cloverdale Blvd. intersection as the best opportunity site for a new anchor in or near Downtown.



## 2b. Anchor the Downtown Core



## Revitalization Strategy Framework

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### Increase the number of people living and working in the Downtown/Station area by:



- Establishing a transit oriented district in between the Downtown Core and Cloverdale station
- Using the best near-term opportunity sites to provide housing for people that will patronize Downtown and the station.
- Transitioning to a mixed-use Downtown Core by promoting upper-floor housing and office.

### A Concentration of Activity, Living, and Working

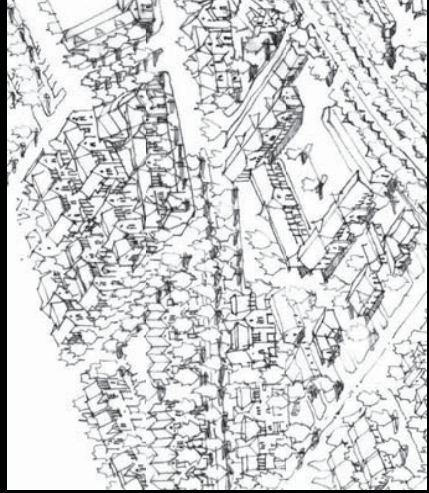


### A Concentration of Activity, Living, and Working



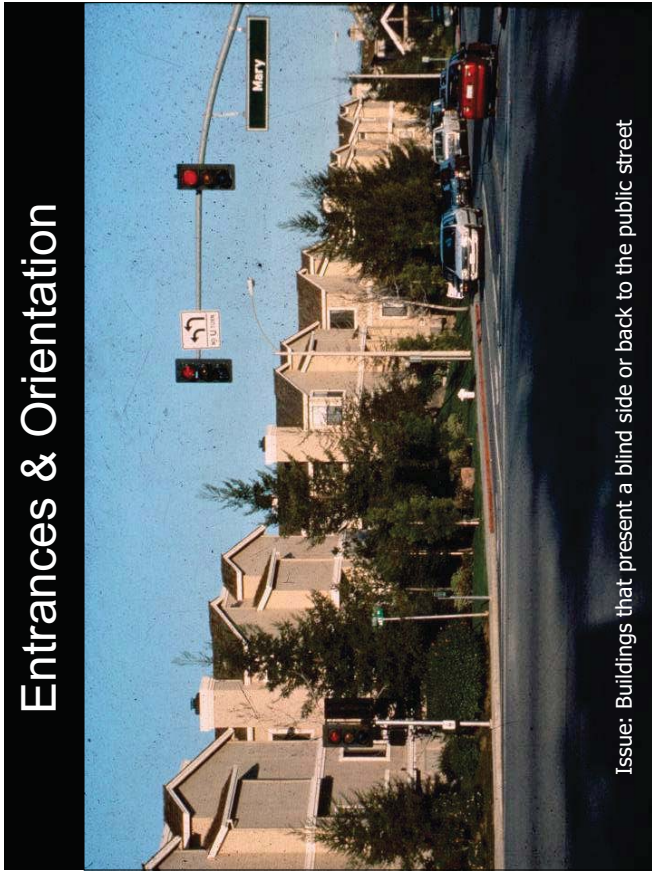
### Ensure a successful & livable TOD district by:

- Sizing the district to achieve the critical mass of development necessary to make a complete neighborhood.
- Requiring new development to provide public open space for local workers & residents.
- Establishing regulations that require new development to activate streets and open spaces with entrances and that limit the impact of parking facilities on the district's pedestrian character .



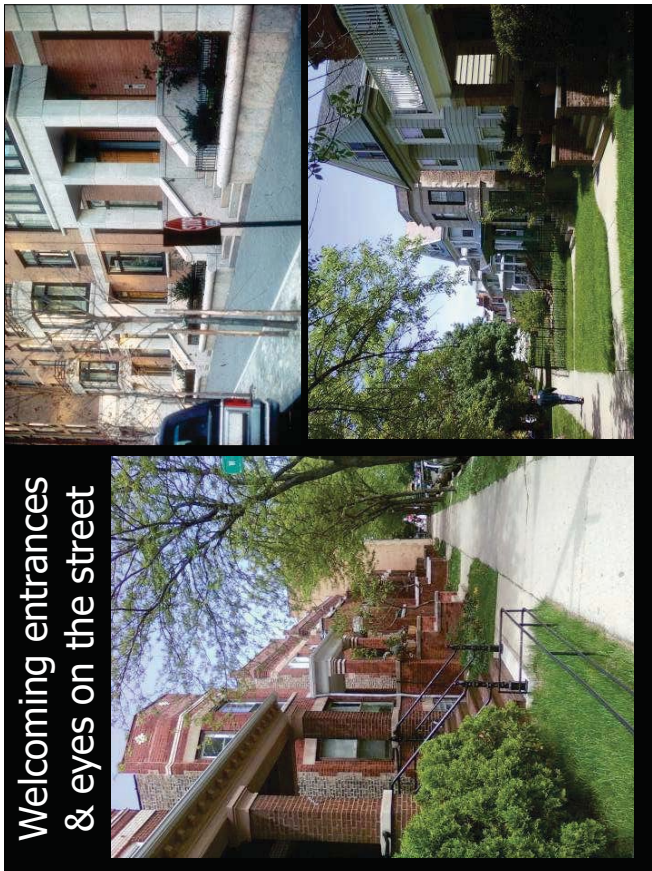


# Entrances & Orientation

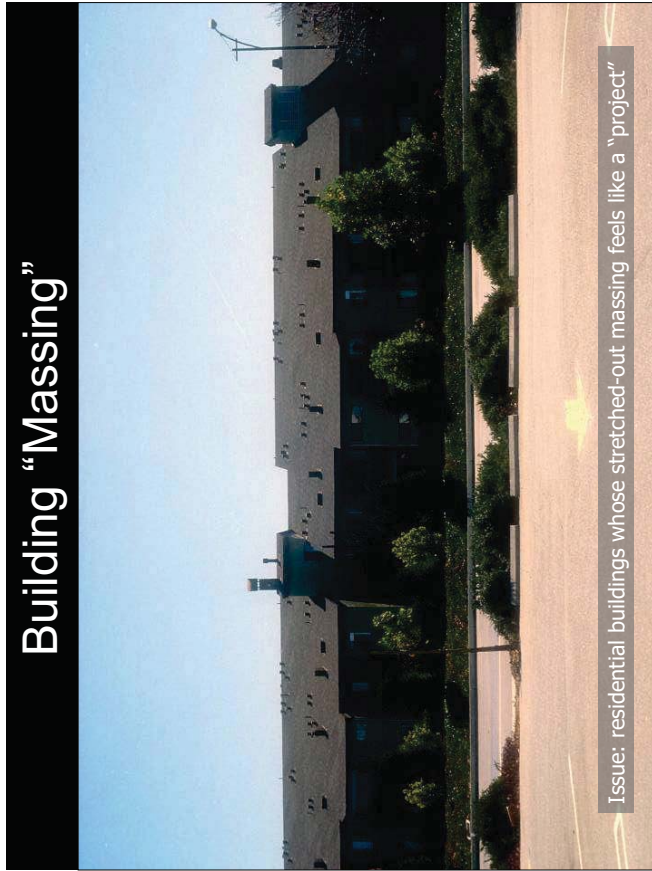


Issue: Buildings that present a blind side or back to the public street

# Welcoming entrances & eyes on the street

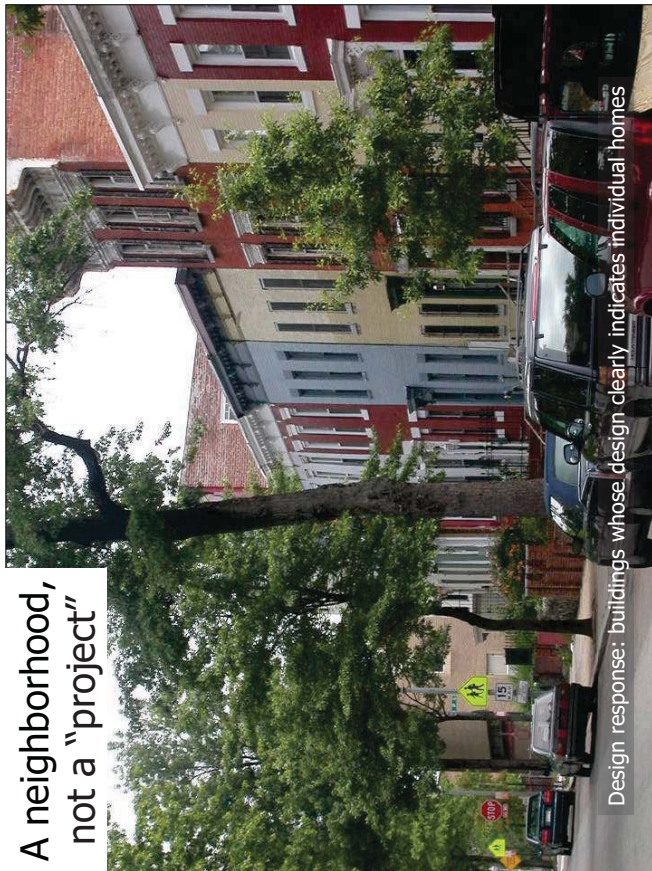


# Building "Massing"

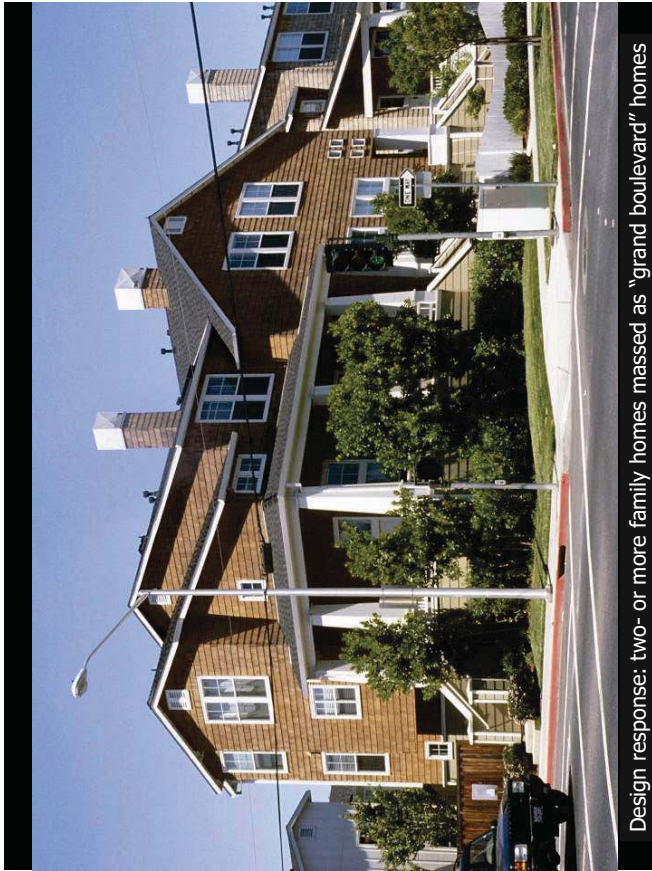


Issue: residential buildings whose stretched-out massing feels like a "project"

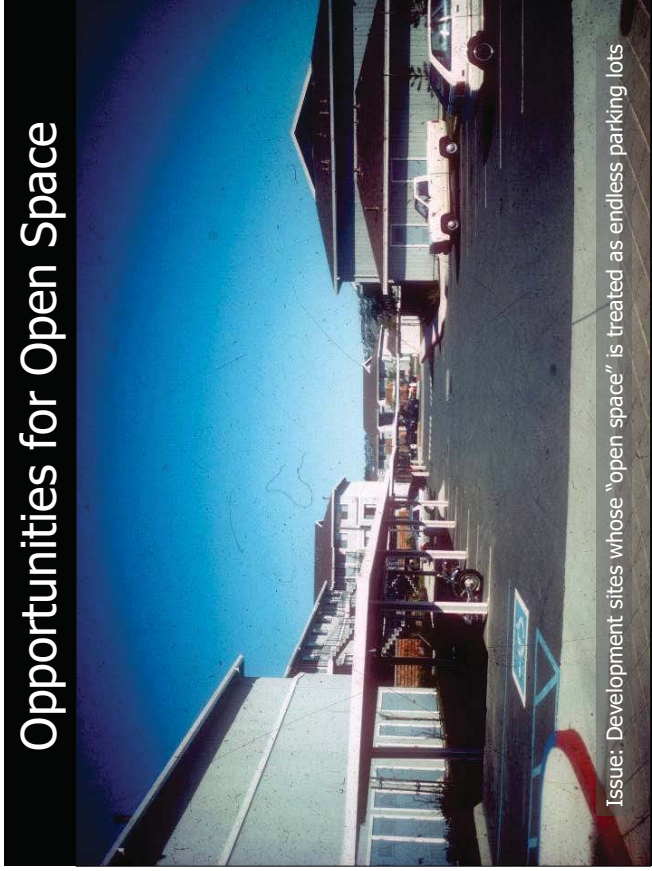
# A neighborhood, not a "project"



Design response: buildings whose design clearly indicates individual homes

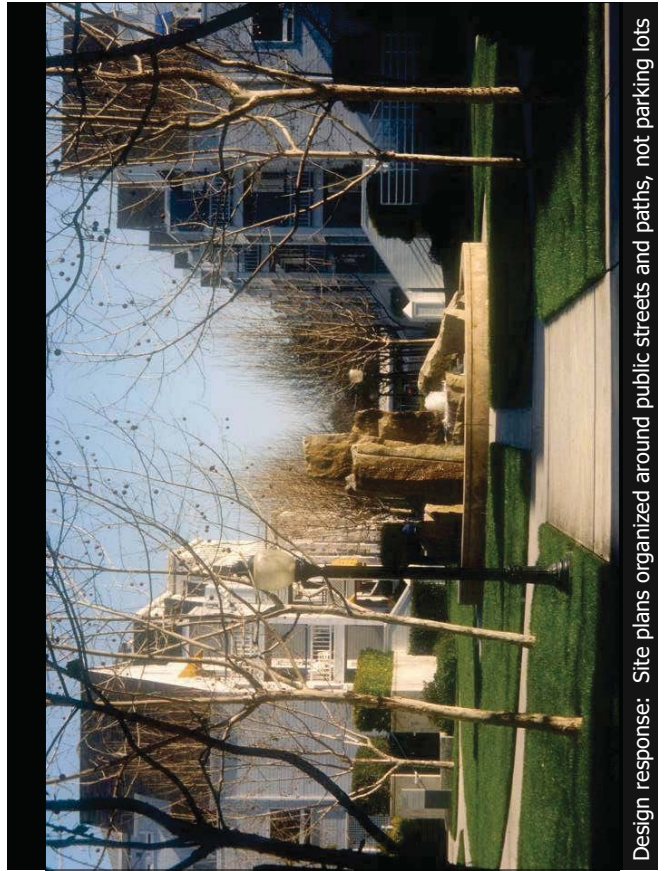


Design response: two- or more family homes massed as “grand boulevard” homes



Issue: Development sites whose “open space” is treated as endless parking lots

## Opportunities for Open Space



Design response: Site plans organized around public streets and paths, not parking lots

### 3. Build a nearby customer & transit rider population (additional tools)

- Pursue state and federal funding sources to help subsidize affordable and transit oriented housing
- Consider public/private partnerships to make TOD more feasible and attractive to private developers
- Use targeted public space projects to create an environment suitable for envisioned types of new development
- Consider incentives for “early adopters” in the new transit oriented district such as parking programs.

## Transportation Management Plan

1. Manage Downtown Parking
2. Require the unbundling of parking costs from the price of housing or commercial leases
3. Reduce, or eliminate, minimum parking requirements
4. Implement residential parking permits or a parking benefit district
5. Require Parking Cash Out
6. Require Guaranteed Ride Home program for those using parking cash-out
7. Provide Universal Transit Passes
8. Introduce Paid Parking at the Station
9. Coordinate local and regional transportation

## Revitalization Strategy Framework

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## 4. Transition Appropriately to Surrounding Neighborhoods

• Identify the stable residential areas surrounding the Downtown Core and TOD Core that should be protected from incompatible building types



## 4. Transition Appropriately to Surrounding Neighborhoods

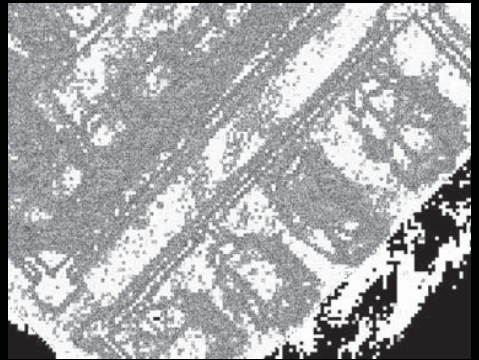
• Identify the stable residential areas surrounding the Downtown Core and TOD Core that should be protected from incompatible building types





#### 4. Transition Appropriately to Surrounding Neighborhoods

- Residential & residentially compatible office (building scale, massing, and siting that creates an appropriate relationship)



#### Downtown Core



#### Transit Oriented District



#### Transition Districts



## Revitalization Strategy Framework

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## 5. Create a strong pedestrian-bike-transit network in and around the Downtown/Station Area

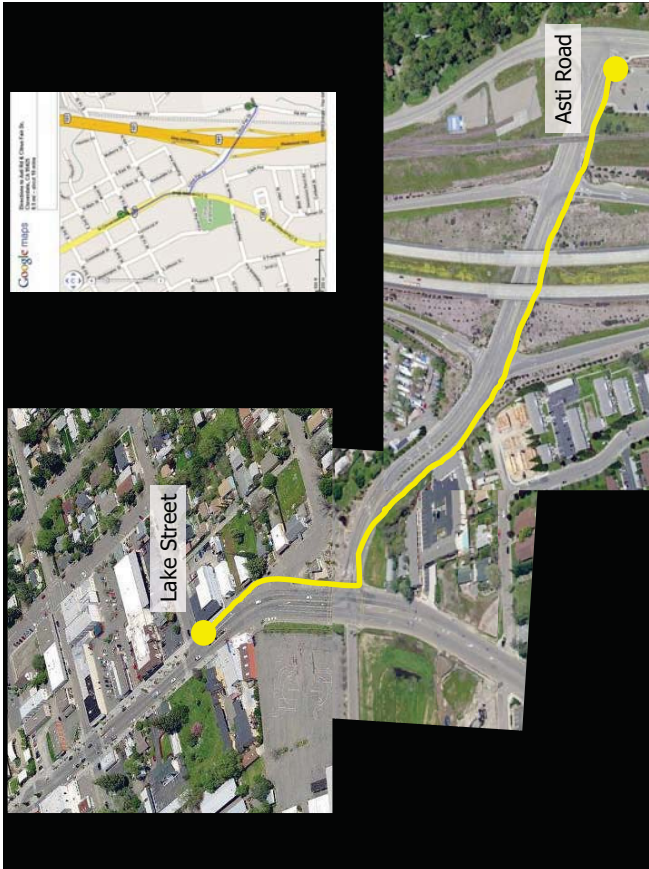
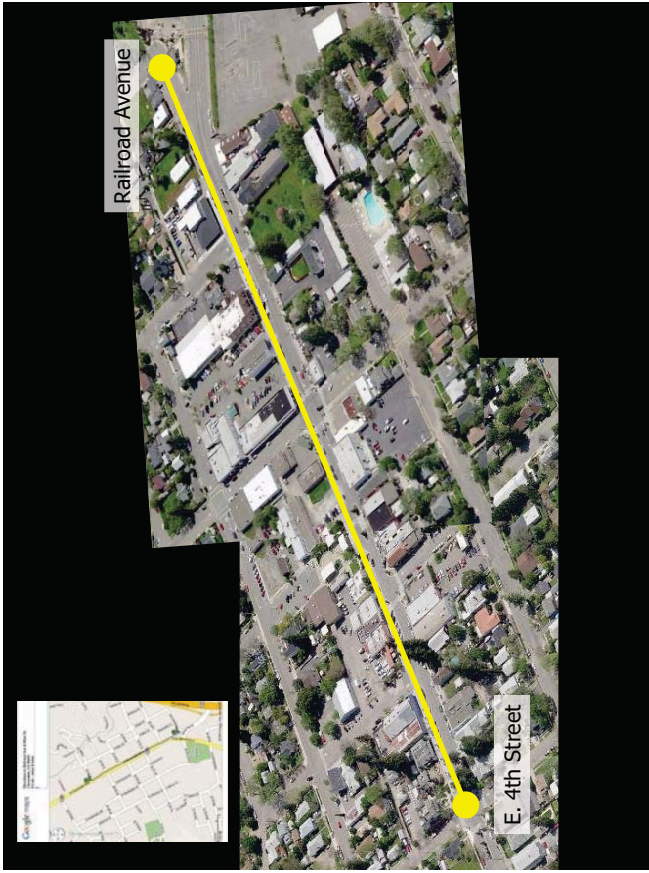
- Enhance Downtown's Visibility & Access
- While the economy limits market potential, lead the revitalization effort by creating a **Strong Network of Public Spaces**

## Five key improvements in the Plan Area

### 1. The Downtown - Train Station Connection:

### The Walking and the Biking Experience:

- You "can" walk or bike to the station from downtown; but there's little about the experience makes you want to
- The "context" of the surroundings is as important as the "facility" (i.e. the right-of-way) itself



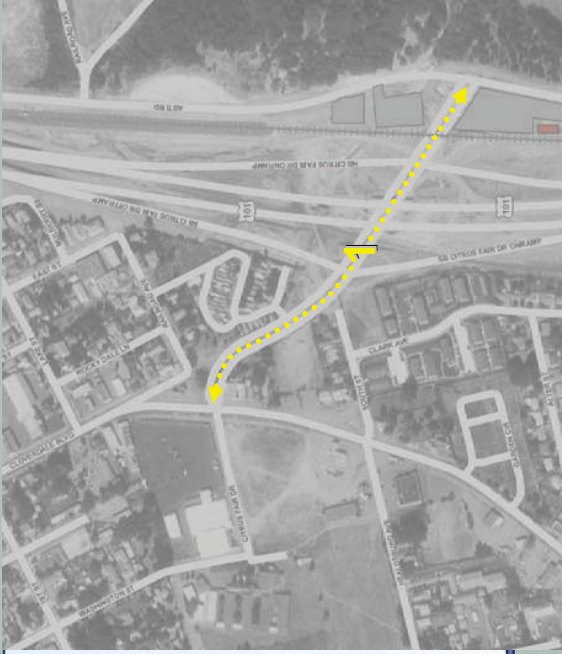
**The Driving Experience:**

- The driving link from station to downtown is the same as from freeway to downtown
- Improving the Station to Downtown link will also improve the Freeway to Downtown link

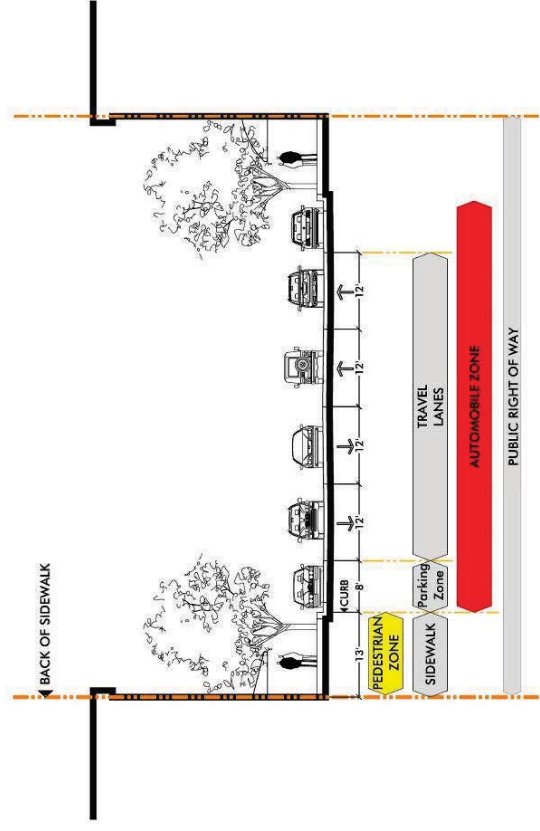
# Citrus Fair Drive: Proposed Streetscape Concept

## Key Improvements – Citrus Fair Drive

1. Citrus Fair Drive – the typical street section throughout



The “turfs” of the street section – pedestrians vs. automobiles



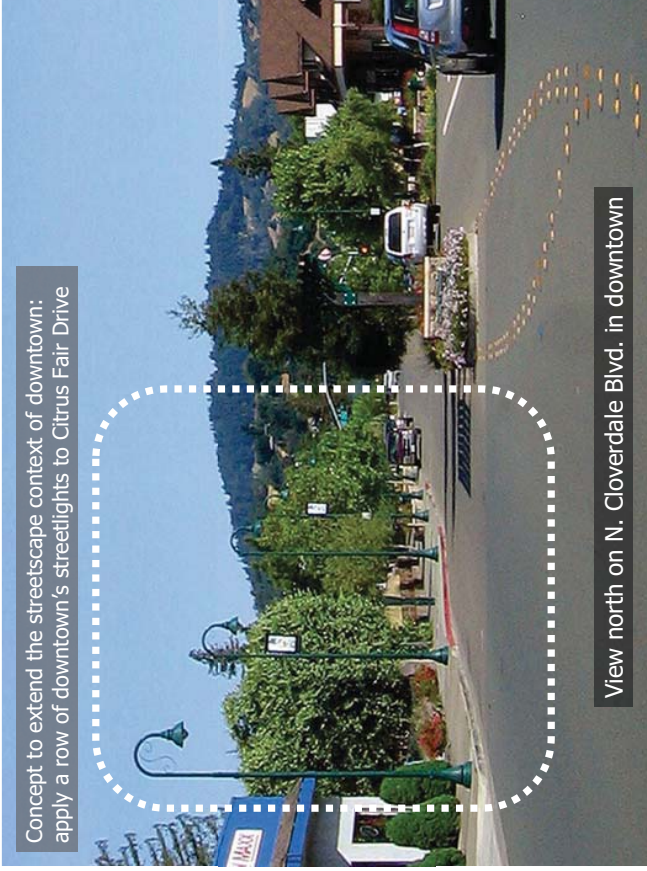
### The Strategic Use and Placement of Streetscape Verticals – the “Strong Force” in streetscape design



San Leandro's East 14th Street (CA-185) in 1991



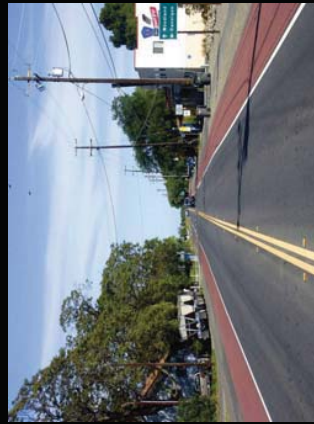
East 14th Street in 2003: Continuous street tree canopy planted, 4 lanes reduced to 3, and bike lanes added



Concept to extend the streetscape context of downtown: apply a row of downtown's streetlights to Citrus Fair Drive

View north on N. Cloverdale Blvd. in downtown

### The Strategic Placement of Streetscape Horizontal Surface Types – the “Weak Force” in streetscape design



Caltrans-approved state highway shoulder treatment: "Streetprint" colored asphalt topping (CA-16 in Capay, CA)



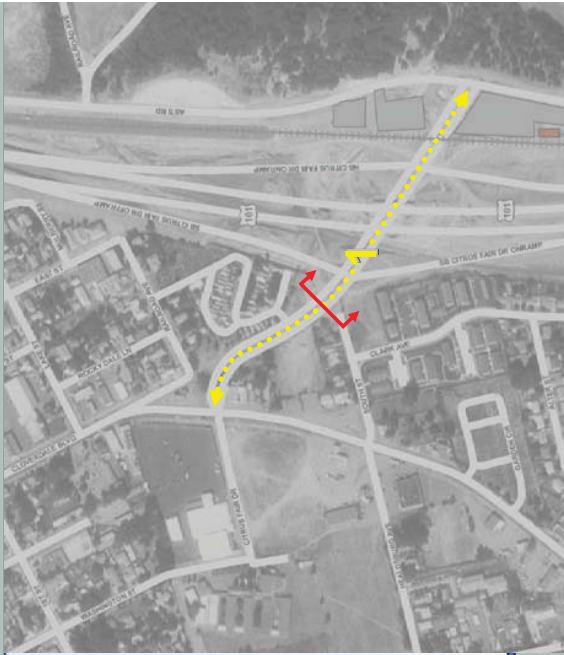
State highway shared center turn lane treatment: "Streetprint" colored and brick-textured asphalt topping (S.R. 114, Barrington, RI)

## Synthesis: Proposed Streetscape Concepts



# Key Improvements – Citrus Fair Drive

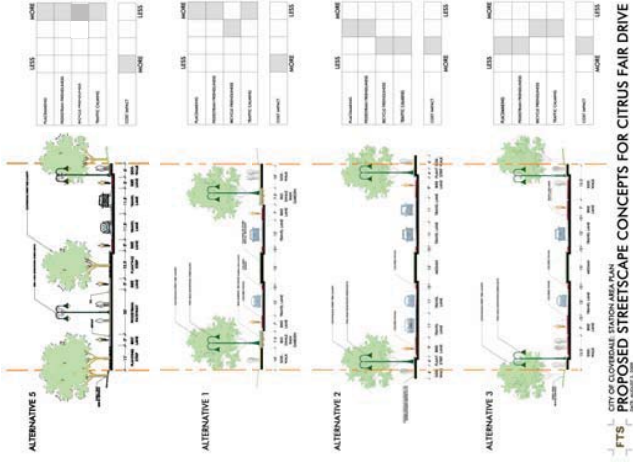
1. Citrus Fair Drive – the typical street section throughout (assumes that some design treatments may be “pinched” at freeway ramps and bridge underpasses)



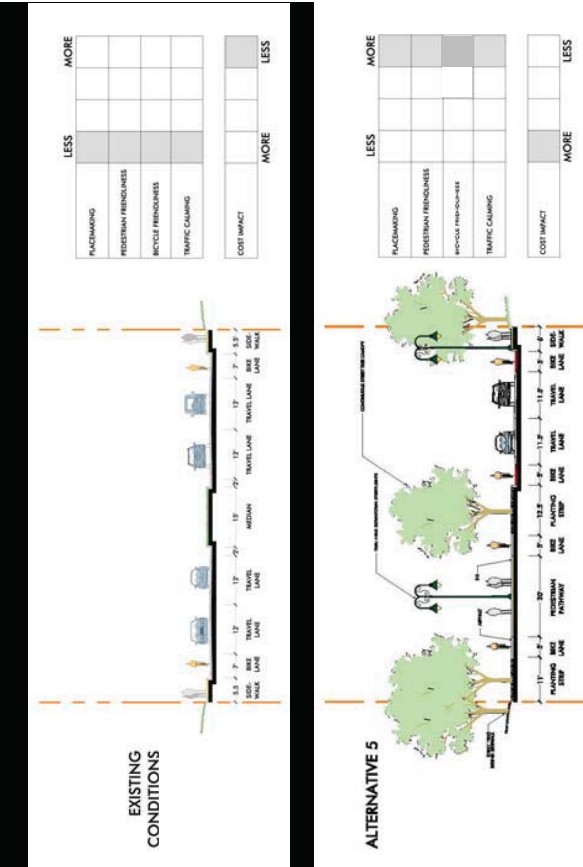
Five Different Street Section Design Alternatives were prepared and shown in Workshop #2 with conceptual evaluations for performance aspects of:

- Placemaking
- Pedestrian-friendliness
- Bicycle-friendliness
- Traffic Calming
- Cost Impact

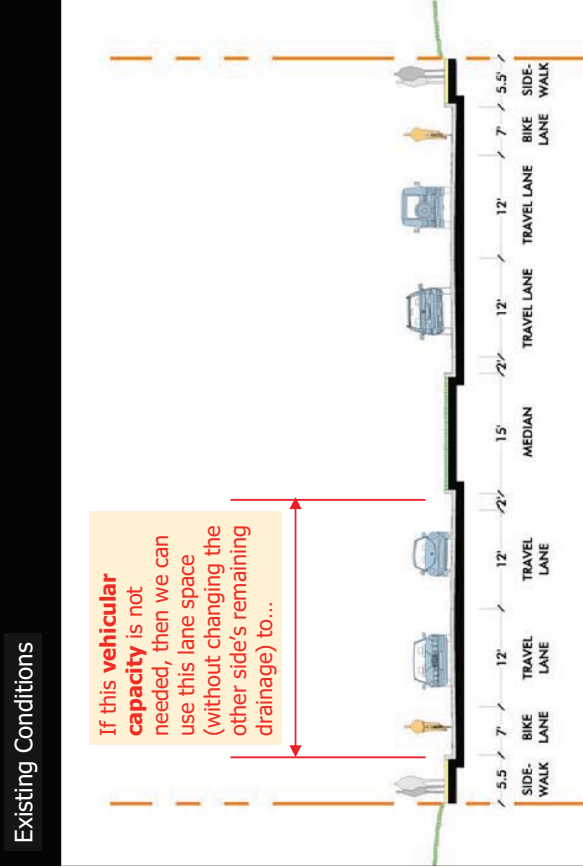
(All alternatives were configured to adequately handle vehicular traffic)



CITY OF CLOVERDALE STATION AREA PLAN  
FTS - PROPOSED STREETSCAPE CONCEPTS FOR CITRUS FAIR DRIVE

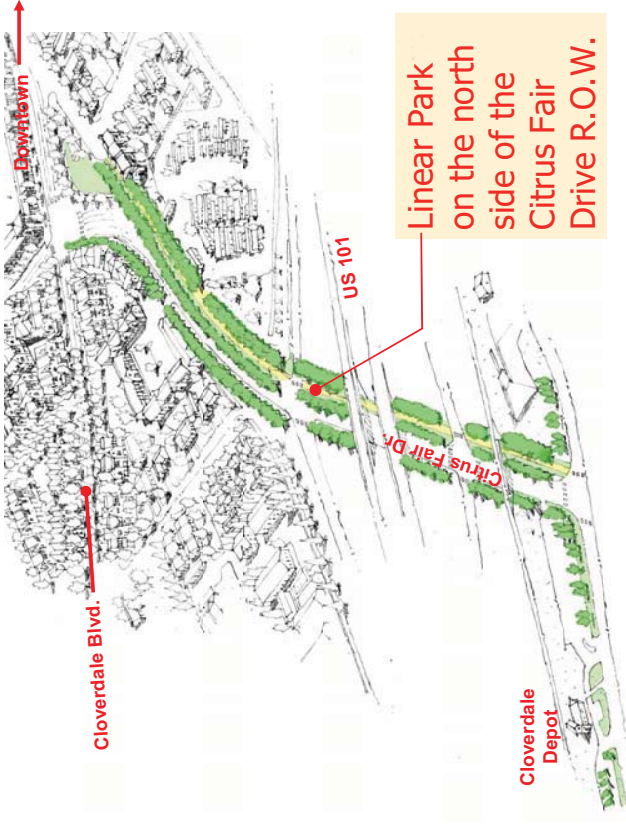
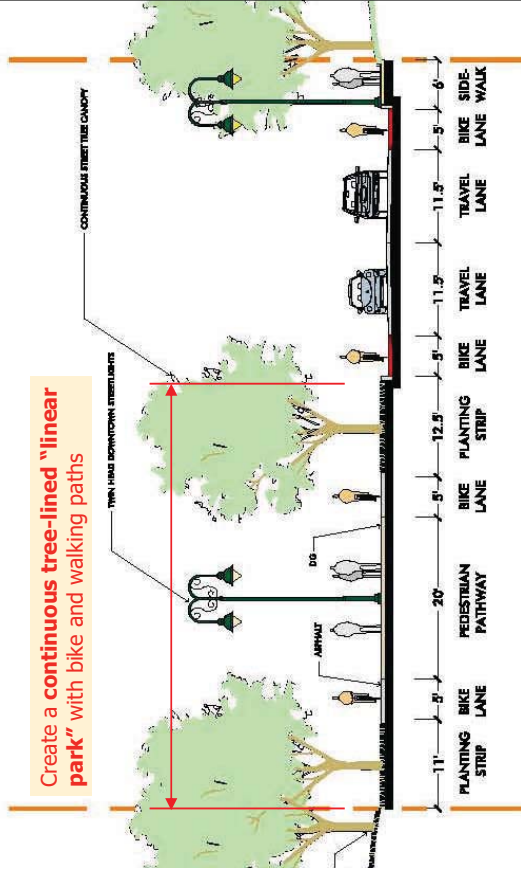


Alternative 5 was preferred by Workshop 2 attendees



Existing Conditions

Alternative 3



## 2. The Gateway into Downtown: Citrus Fair Drive / Cloverdale Boulevard Intersection Alternatives

- ### General Plan –
- Maintain and improve the design of the built environment. Improve the appearance of entries and approaches to the downtown and the community. Maintain attractive highway frontages, well designed streetscapes and sidewalks.

## Key Improvements – Citrus Fair Junction

Alternatives look at creating a more direct connection from Citrus Fair to Cloverdale Boulevard through an added "slip lane" or a fully reconfigured intersection. Both options also enable more convenient access to Railroad Avenue.



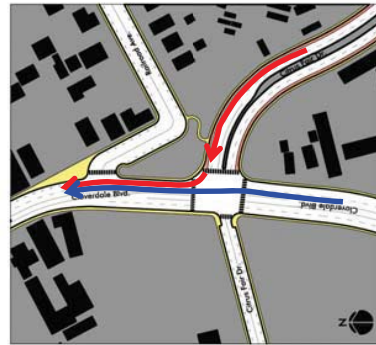
Two Citrus Fair /Cloverdale Boulevard intersection alternatives were prepared and shown in Workshop #2 with conceptual evaluations for performance aspects of:

- Placemaking
- Downtown to Station Pedestrian Access
- Downtown to Station Bike Access
- Downtown to Freeway Access
- Downtown to S. Cloverdale Blvd. Access
- Cost Impact

EXISTING CONDITIONS	ALTERNATIVE 1	ALTERNATIVE 2
PLACEMAKING	LESS	LESS
DOWNTOWN - STATION PEDESTRIAN ACCESS	LESS	LESS
DOWNTOWN - STATION BIKE ACCESS	LESS	LESS
DOWNTOWN FREEWAY ACCESS	LESS	LESS
DOWNTOWN SOUTH CLOVERDALE BLVD. ACCESS	LESS	LESS
COST IMPACT	LESS	LESS

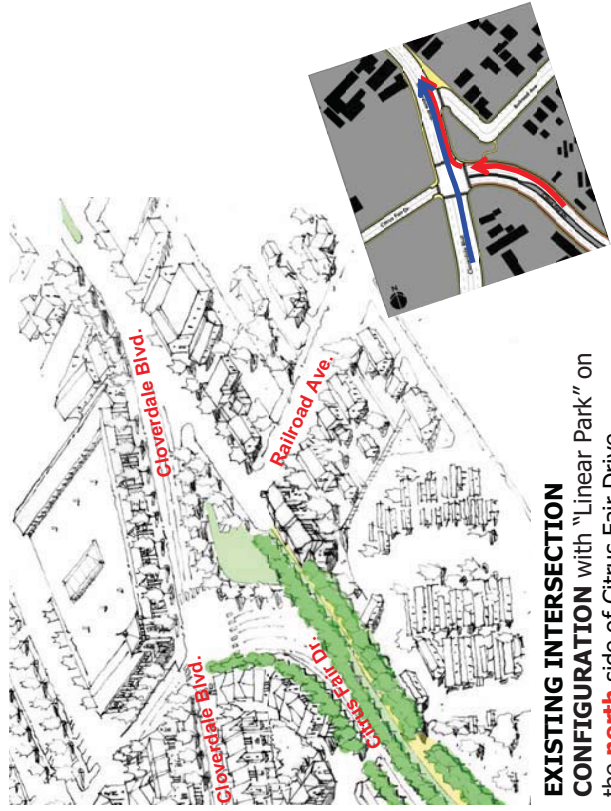
FTS CITY OF CLOVERDALE, STATION AREA PLAN FOR SEPARATION & RECONFIGURATION OF CITRUS FAIR DRIVE & CLOVERDALE BLVD INTERSECTION

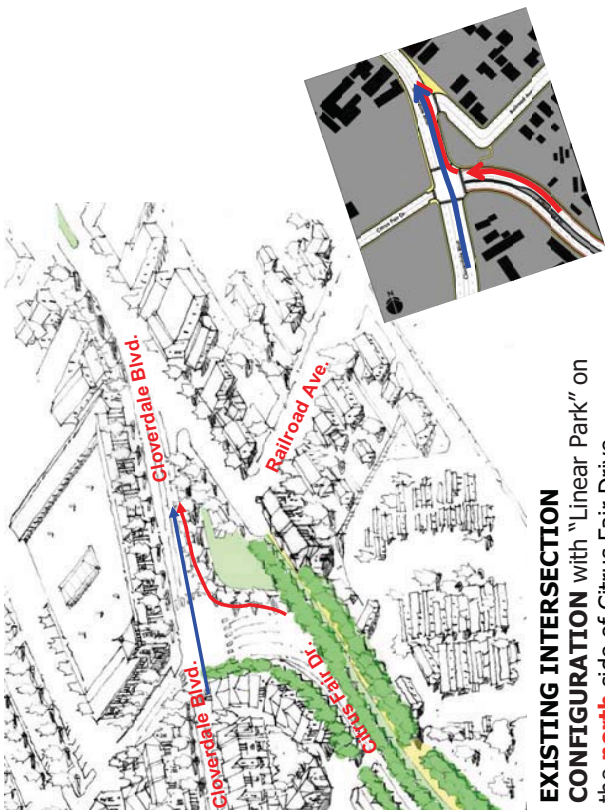
**EXISTING CONDITIONS:** South Cloverdale Blvd. direct to downtown, Citrus Fair Drive right turn to downtown



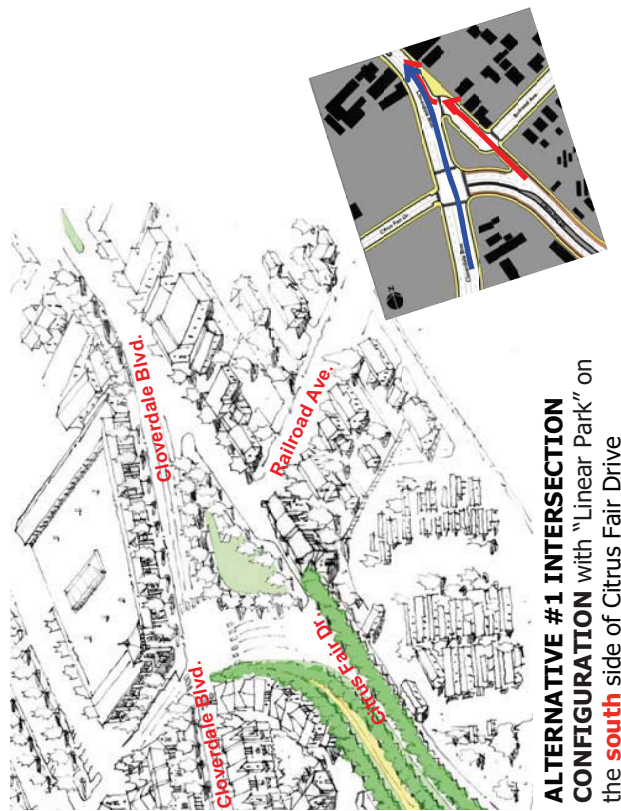
	LESS	MORE
PLACEMAKING		
DOWNTOWN - STATION PEDESTRIAN ACCESS		
DOWNTOWN - STATION BIKE ACCESS		
DOWNTOWN FREEWAY ACCESS		
DOWNTOWN SOUTH CLOVERDALE BLVD. ACCESS		
COST IMPACT		

**EXISTING INTERSECTION CONFIGURATION** with "Linear Park" on the **north** side of Citrus Fair Drive

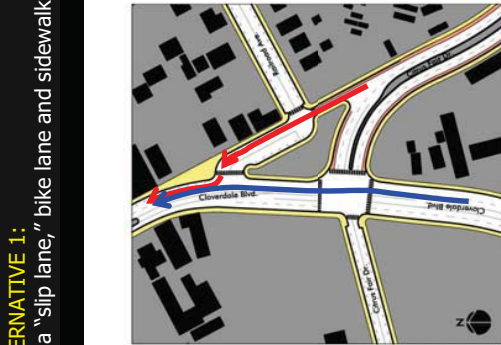




**EXISTING INTERSECTION CONFIGURATION** with "Linear Park" on the **north** side of Citrus Fair Drive

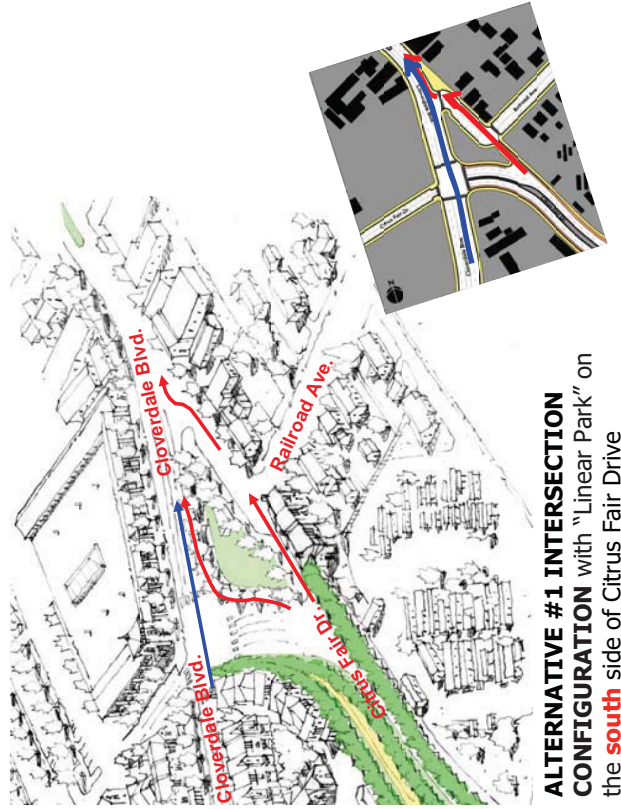


**ALTERNATIVE #1 INTERSECTION CONFIGURATION** with "Linear Park" on the **south** side of Citrus Fair Drive



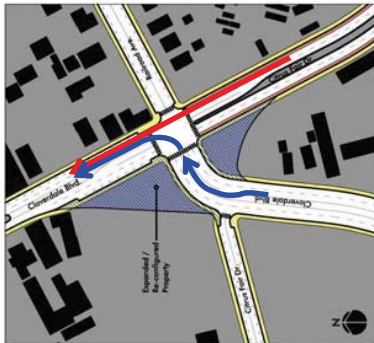
**ALTERNATIVE 1:** Add a "slip lane," bike lane and sidewalk from Citrus Fair Drive to downtown

	LESS	MORE
PLACEMAKING		
DOWNTOWN - STATION PEDESTRIAN ACCESS		
DOWNTOWN - STATION BIKE ACCESS		
DOWNTOWN FREEWAY ACCESS		
DOWNTOWN SOUTH CLOVERDALE BLVD. ACCESS		
COST IMPACT		

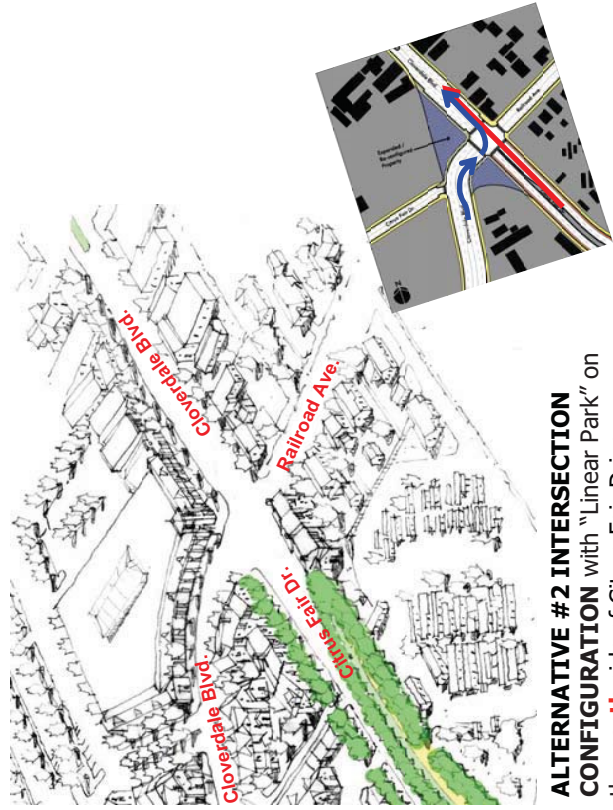


**ALTERNATIVE #1 INTERSECTION CONFIGURATION** with "Linear Park" on the **south** side of Citrus Fair Drive

Alternative 2: Realign Citrus Fair Dr. direct to downtown; S. Cloverdale to a left turn

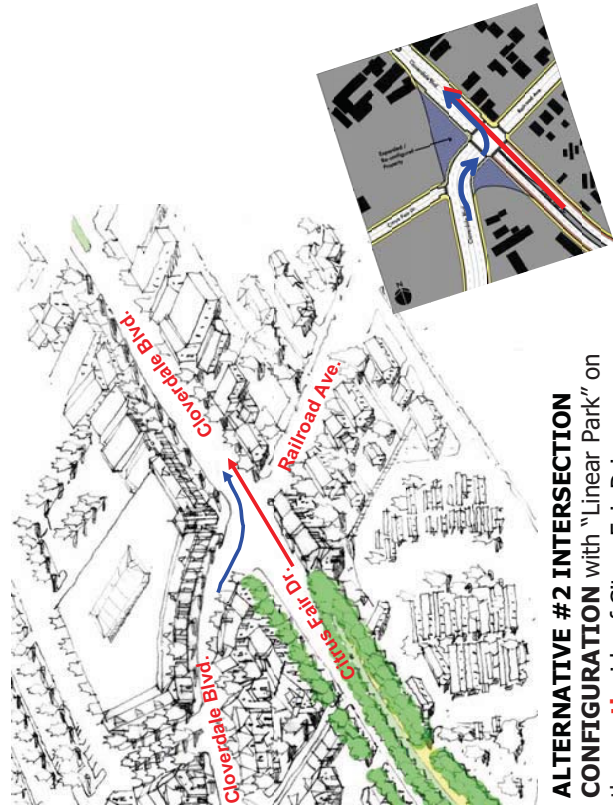


	LESS	MORE
PLACEMAKING		
DOWNTOWN - STATION PEDESTRIAN ACCESS		
DOWNTOWN - STATION BIKE ACCESS		
DOWNTOWN FREEWAY ACCESS		
DOWNTOWN SOUTH CLOVERDALE BLVD. ACCESS		
COST IMPACT		



**ALTERNATIVE #2 INTERSECTION CONFIGURATION** with "Linear Park" on the **north** side of Citrus Fair Drive

### 3. Additional Downtown – Train Station Walkability/Bikeability Improvements: Citrus Fair Drive



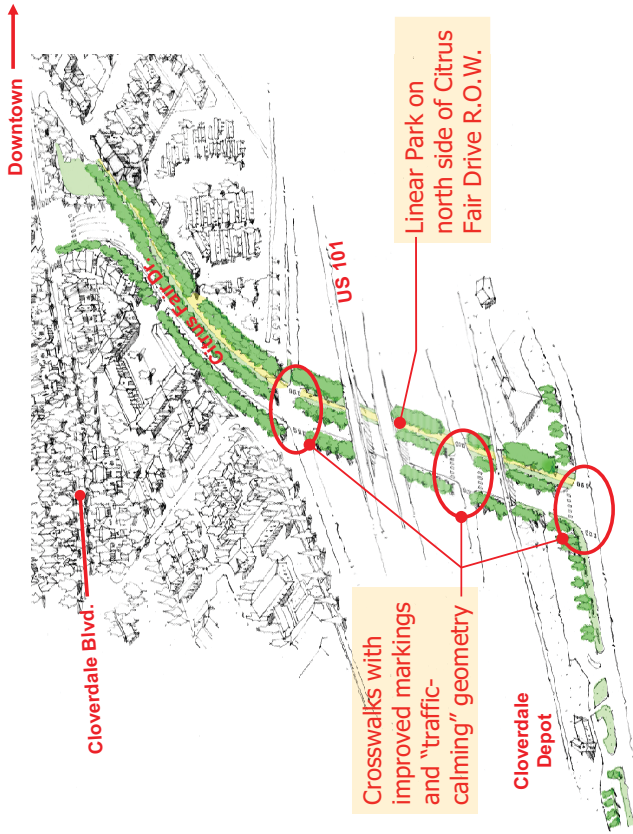
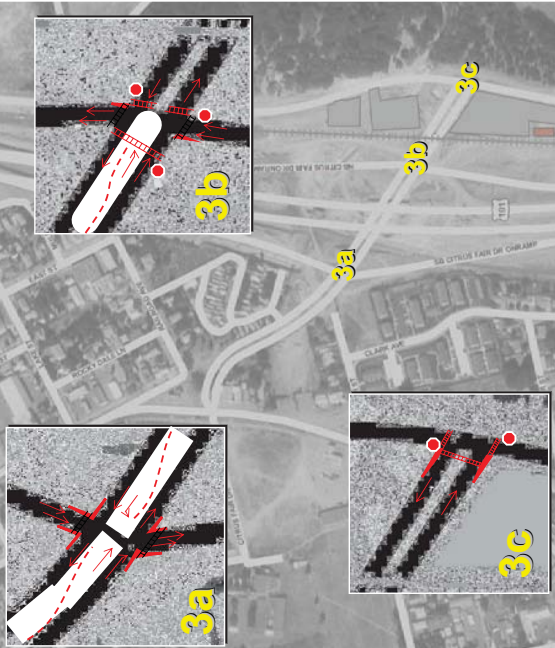
**ALTERNATIVE #2 INTERSECTION CONFIGURATION** with "Linear Park" on the **north** side of Citrus Fair Drive

### Key Improvements – Citrus Fair Drive

1. Southbound 101 ramps
2. Northbound 101 ramps
3. Asti and Citrus Fair (long term improvements)

Changes:

- Bulb-outs to slow traffic and narrow crossings
- More pedestrian crossings (Existing infrastructure in black, changes in red)

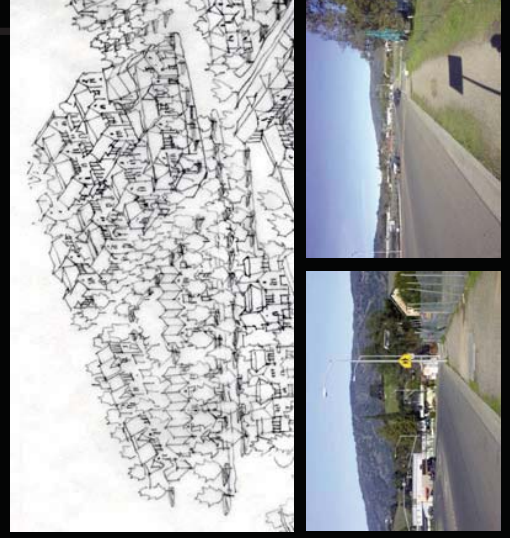


## 4. Street network enhancements

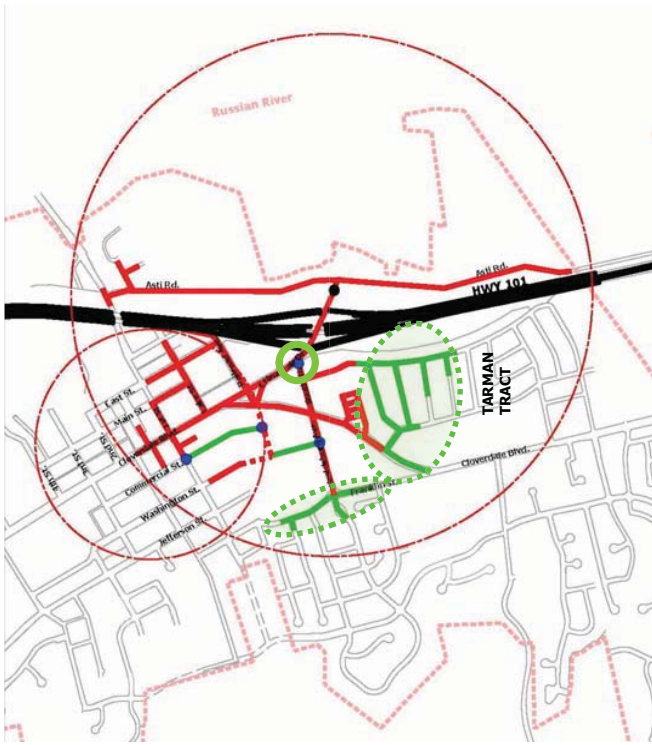
to make the Station more walkable and bike-able from nearby neighborhoods

- Extension of downtown street grid in future Thyme Square and Citrus Fair site development
- Add a sound wall passageway at South Street to improve Tarman Tract station walkability
- Infill of missing sidewalks along South Cloverdale Blvd. (dependent on private development)
- Suggested future bike trail connection to river trail (outside of city limits)

## Improving and expanding the street network

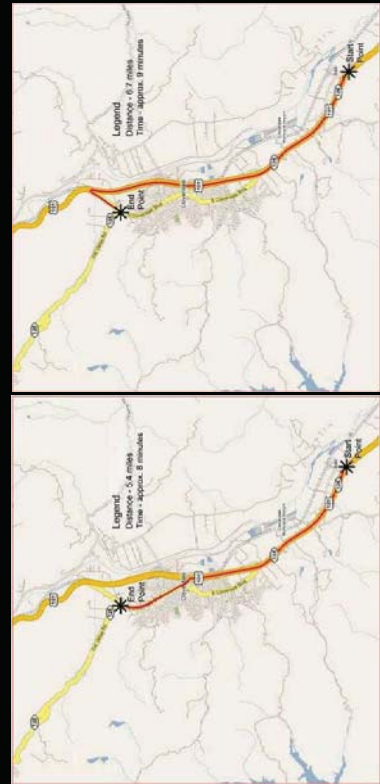


- Require large scale new development to provide new, pedestrian friendly streets and create pedestrian scaled blocks
- Require new development to improve existing streets where pedestrian facilities are missing or inadequate.



## 5. Northbound Highway 101 Visibility

signage to indicate the Citrus Fair exit and Cloverdale Boulevard through downtown as the visitor route to Highway 128 and the Mendocino Coast



**Alternative or addition:** direct path from Citrus Fair intersection (and train station area) to future Russian River bike trail

Present proposed bike path from Asti Road to future Russian River bike trail (1/2 on County Land)

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# 5. TOD MARKET PLACE 2009 REPORT

Prepared by  
**URBAN LAND INSTITUTE**





**Urban Land Institute** **San Francisco**  
Serving the Greater Bay Area



# Bay Area 2009 TOD MarketPlace

Bringing Cities and Developers Together Around Transit-Oriented Development

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TOD MarketPlace Project Manager

## ULI SAN FRANCISCO

The Urban Land Institute's mission is to provide leadership in the responsible use of land and to build and sustain thriving communities worldwide. On the local level, ULI San Francisco District Council's 2,200 members serve the Bay Area's public and private sectors with professional land use expertise and education.

**This project generously funded by the San Francisco and Silicon Valley Community Foundations.**

ULI San Francisco thanks our TOD MarketPlace partner organizations: Association of Bay Area Governments, Metropolitan Transportation Commission, Non-Profit Housing Association of Northern California, Greenbelt Alliance, TransForm, and Reconnecting America.

ULI San Francisco also gratefully acknowledges the support of our top supporters:

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Cover images by Karl Nielsen, VTA, and Caltrain

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# 2009 Bay Area TOD MARKETPLACE

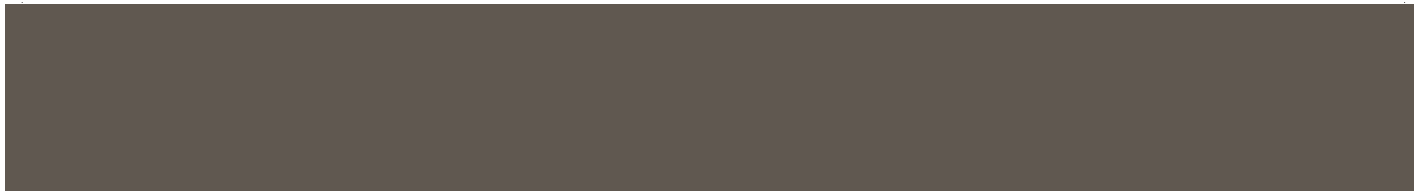
September 24, 2009

Bringing Cities and Developers Together Around Transit-Oriented Development

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TOD MARKETPLACE | 2009 | ULI SAN FRANCISCO



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# 1 Introduction

## Transit-Oriented Development Meets Legislative and Market Demands

Just a few weeks after the Bay Area's 2008 TOD MarketPlace last year, the State of California took an important step toward reducing greenhouse gas emissions with the passage of Senate Bill 375. The bill provides incentives for regions and cities to link transportation and land use to help achieve the 2020 emission targets set forth in California's 2006 Global Warming Solutions Act.

Transit-oriented development (TOD) – with its convenient mix of housing, employment, services, entertainment, and transit – is an essential tool for carrying out Senate Bill 375. Concurrent with these legislative mandates, market demand for TOD projects has continued to increase.

Due to the number of stakeholders and complexities involved, developing TOD projects requires effective public-private partnerships. For this reason, the Urban Land Institute's San Francisco District Council (ULI San Francisco) founded the TOD MarketPlace in 2005 to unite land use decision makers and the private sector in exploring transit-oriented development opportunities in the Bay Area.



Keynote speaker Christopher B. Leinberger, The Brookings Institute  
Source: Karl Nielsen

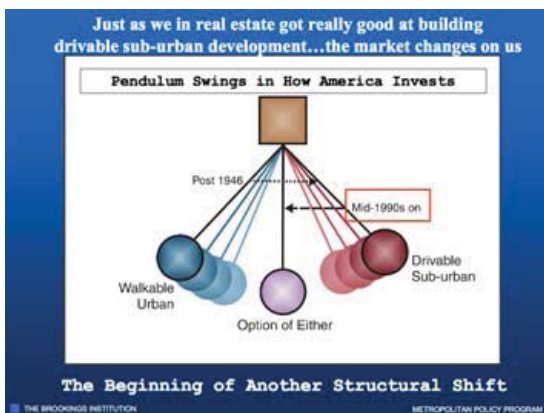
## TOD MarketPlace

2009 marks the 4th annual TOD MarketPlace, organized by ULI San Francisco in cooperation with the Metropolitan Transportation Commission (MTC), Association of Bay Area Governments (ABAG), Reconnecting America, TransForm, Greenbelt Alliance, and the Non-Profit Housing Association of Northern California. The effort had two parts: a series of TOD opportunity tours in which ULI Technical Assistance Panels reviewed plans and evaluated opportunity sites, followed by a day-long TOD MarketPlace conference where the panels presented their recommendations for the sites. These activities, along with best practice presentations and workshops at the conference, involved key TOD stakeholders from throughout the Bay Area.

To accomplish the first part of the effort, ULI San Francisco convened a series of Technical Assistance Panels (TAPs) – teams of developers, economists, and urban designers – to help Bay Area cities evaluate plans for new transit-oriented developments. ULI worked closely with our partners to select five out of 120 Priority Development Area cities that were in the process of developing TOD plans. The five TOD opportunity cities selected for 2009 were Antioch, Cloverdale, Menlo Park, Oakland, and San Jose. Over the summer, each city led a ULI-sponsored tour of the TOD area and presented the plan to their assigned TAP. The TAPs then analyzed and developed recommendations for each, focusing on the feasibility of each city's development strategy. Panel findings and recommendations are summarized in this report.

The second part of the effort was the TOD MarketPlace itself, a day-long event that took place on Thursday, September 24, 2009 at the Hilton San Jose that attracted more than 300 attendees from the public and private land use sectors. The

Keynote Excerpt: Moving towards walkable urbanism



Source: Christopher B. Leinberger, The Brookings Institute



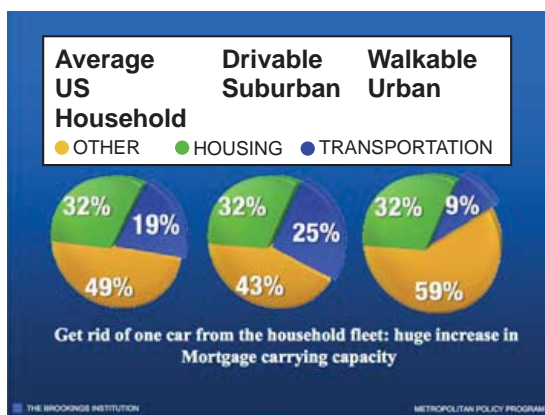


Rendering of Proposed Baseball Stadium, Diridon Study Area | Downtown San Jose  
Source: City of San Jose

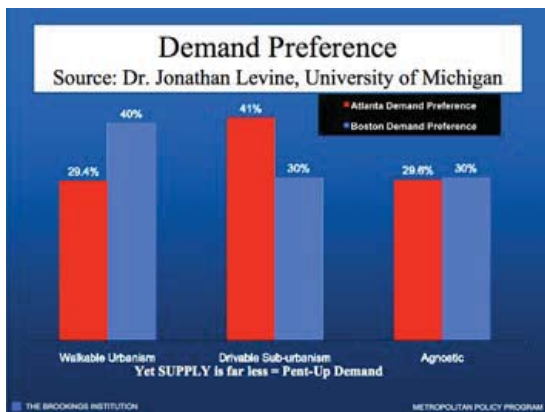
conference opened with a keynote address by Christopher B. Leinberger of the Brookings Institute, who presented arguments supporting the idea that walkable urban development would be a key driver for economic recovery. Following the keynote address, three Best Practice sessions discussed lessons learned from recently completed TOD projects. These sessions were followed by the Technical Assistance Panels' presentations of their findings and recommendations regarding plans and strategies for this year's TOD opportunity site cities. Finally, two workshops, one on TOD policy by Christopher Leinberger and another on TOD financing by Dena Belzer, presented TOD tools and strategies for success.

The TOD MarketPlace continues to evolve as a model for effectively connecting cities and developers throughout the Bay Area and the State of California around TOD and is now being replicated in Los Angeles and Orange County.

Keynote Excerpt: Cost of drivable suburbanism



Keynote Excerpt: Pent-up demand for walkable urbanism



Source: Christopher B. Leinberger, The Brookings Institute

## FOCUS: Bay Area Focused Growth

Recognizing the need for regional and local governments to work together, in 2007 the Association of Bay Area Governments (ABAG), Metropolitan Transportation Commission (MTC), Bay Area Air Quality Management District (BAAQMD), and Bay Conservation and Development Commission (BCDC) created a regional development and conservation strategy to promote a more sustainable pattern of smart growth and compact development in the Bay Area. This strategy, known as the FOCUS initiative, encourages incentive-based cooperation among various stakeholders to achieve community, mobility, and environmental goals within identified Priority Development Areas (PDA). Cities are integral partners in the FOCUS initiative and nominate their PDAs.

Sustainable development in Priority Development Areas is an essential building block for the region's response to SB 375. Through its efforts, FOCUS has helped reduce barriers to planning, designing, funding, and building TODs in the Bay Area. As a spin-off project of the FOCUS initiative, ABAG and MTC are sponsors of the TOD MarketPlace.

For additional details and a PDA showcase, visit: [www.bayareavision.org/pda](http://www.bayareavision.org/pda)

### TOD Quick Facts

- The Bay Area will spend more than \$10 billion on transit investments over the next decade creating thousands of strategically located development opportunities.<sup>1</sup>
- BART, Caltrain, and VTA experienced increased demand and record ridership in the midst of soaring gas prices in 2008.<sup>2,3,4</sup>
- Caltrain ridership rose 48% from 2002 to 2009. BART ridership rose 17% from 2002 to 2009. Overall, Bay Area transit ridership increased 2% from 2002 to 2009.<sup>5</sup>

For details regarding individual tours, the TOD MarketPlace, and the FOCUS initiative, visit:

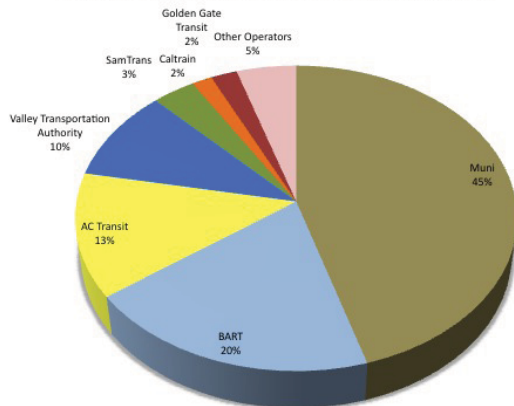
[www.todmarketplace.org](http://www.todmarketplace.org)

# Bay Area Transit Ridership Mode Split<sup>5</sup>

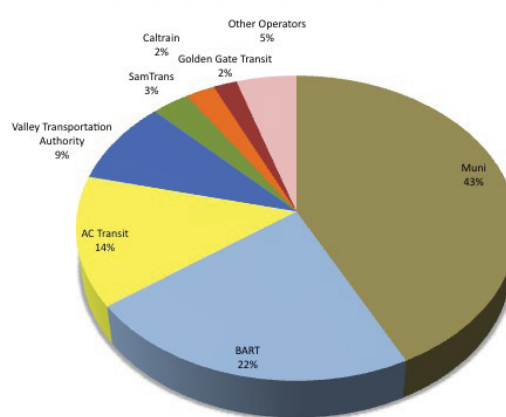
**Ridership on Bay Area Transit Systems by Operator, Fiscal Years 2002-03 – 2006-07**

Operator	Thousands of Annual Boardings					Percent Change	
	2002-03	2003-04	2004-05	2005-06	2006-07	2005-06–2006-07	2002-03–2006-07
Muni	216,947	217,049	218,205	212,067	207,677	-2%	-4%
BART	93,799	98,026	99,516	103,857	109,423	+5%	+17%
AC Transit	62,755	64,906	65,076	66,963	67,415	+1%	+7%
Valley Transportation Authority	46,864	39,776	38,486	40,935	43,434	+6%	-7%
SamTrans	16,859	15,064	14,510	15,017	15,210	+1%	-10%
Caltrain	7,870	8,015	9,185	10,135	11,608	+15%	+48%
Golden Gate Transit	10,261	9,789	9,466	9,465	9,402	-1%	-8%
Other Operators	23,232	22,391	22,438	23,398	23,884	+2%	+3%
<b>Total – All Operators</b>	<b>478,587</b>	<b>475,016</b>	<b>476,882</b>	<b>481,837</b>	<b>488,053</b>	<b>+1%</b>	<b>+2%</b>

**2002-2003 Bay Area Transit Ridership by Operator**



**2006-2007 Bay Area Transit Ridership by Operator**



Source: State of System Report, MTC|Caltrans

1. MTC, Transportation Improvement Program (TIP), [www.mtc.ca.gov/funding/tip](http://www.mtc.ca.gov/funding/tip) (accessed November 10, 2009).  
 2. BART, "BART to SFO ridership jumps 65%," (June 26, 2008) [www.bart.gov/news/articles/2008/news20080626.aspx](http://www.bart.gov/news/articles/2008/news20080626.aspx) (accessed November 10, 2009).  
 3. Caltrain, "Caltrain Hits Record Ridership and Revenue for 2008," (August 4, 2008) [www.caltrain.com/news\\_2008\\_08\\_04\\_record\\_ridership\\_2008.html](http://www.caltrain.com/news_2008_08_04_record_ridership_2008.html) (accessed November 10, 2009).  
 4. VTA, "VTA Marks Record September Light Rail Ridership," (October 17, 2008) [www.vta.org/news/releases/2008/10\\_oct/nr10-09\\_2008.html](http://www.vta.org/news/releases/2008/10_oct/nr10-09_2008.html) (accessed November 10, 2009).  
 5. MTC|Caltrans, State of System Report - Transit Ridership, [www.mtc.ca.gov/library/state\\_of\\_the\\_system/2008/transit\\_ridership.pdf](http://www.mtc.ca.gov/library/state_of_the_system/2008/transit_ridership.pdf) (accessed November 10, 2009).

# 3 Station Area/Downtown Plan

Clverdale



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## Context

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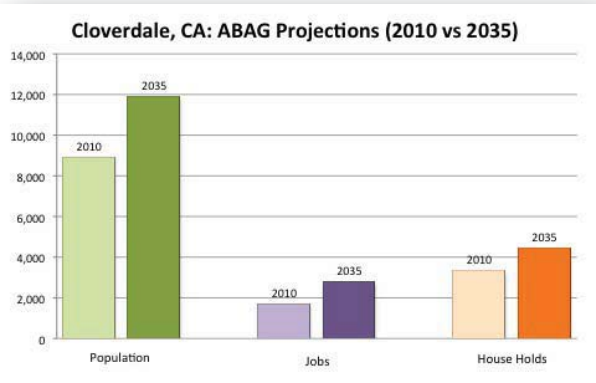
The City of Cloverdale is located 85 miles north of San Francisco and 32 miles north of Santa Rosa in California's wine country. At 2.7 square miles in size and with a population of approximately 8,454, Cloverdale offers small-town ambiance and a rural, natural setting in northern Sonoma County.

The city was historically served by the Northwestern Pacific Railroad. In the early 1990s, the former Cloverdale Station was demolished as part of the expansion of U.S. Highway 101 through Cloverdale. In 2000, Caltrans built the existing Cloverdale Depot to mitigate the removal of the historic station.

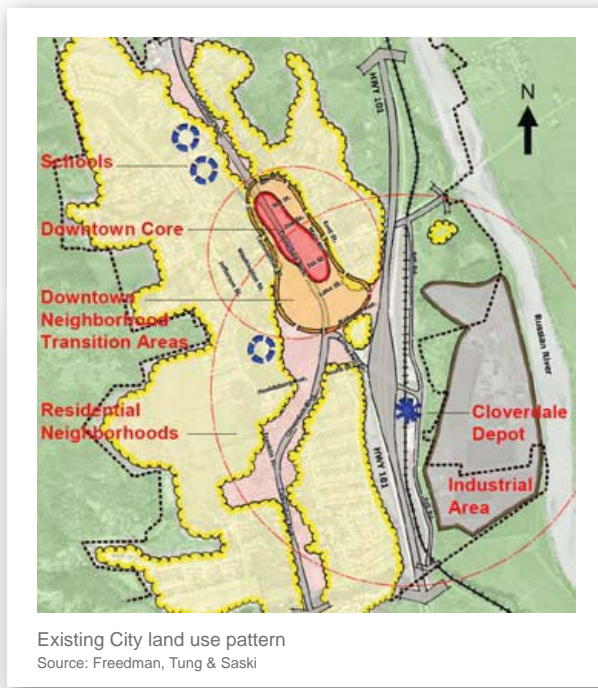
Images and renderings provided by panel and lead author.

Although Cloverdale Depot has yet to see any use, this relatively new station will serve as the northernmost terminus of the Sonoma-Marina Area Rail Transit (SMART) line, a new passenger rail system that will provide rail service from Cloverdale Depot to the San Francisco-bound ferry terminal in the City of Larkspur in Marin County. Extending along 70 miles of the existing Northwestern Pacific Railroad alignment, the SMART rail line will parallel Highway 101 and serve 14 stations along its corridor, including stations at the major population and job centers of the North Bay: San Rafael, Novato, Petaluma, Cotati, Rohnert Park, Santa Rosa, Windsor and Healdsburg. In addition to upgrading the existing Northwestern Pacific Railroad line for passenger and commuter-oriented service, which is expected to begin in 2014, the SMART project will build a new bicycle/pedestrian pathway parallel to the rail corridor that links all 14 rail stations. SMART's environmental studies project that 5,300 passengers per day will ride the train and 7,000 to 10,000 people a day will use the bicycle/pedestrian pathway.

In anticipation of the commencement of passenger rail service along the SMART line, the City of Cloverdale secured a grant from the Metropolitan Transportation Commission to create a Station Area Plan that will evaluate the potential of Cloverdale's greater downtown area for transit-oriented development (TOD). Since its commencement in May 2009, the completion and ultimate adoption of the Station Area Plan has become a top priority for the City, which is eager to determine how best to structure and implement land use policies that will capitalize on the future benefits SMART will provide and yet preserve the small-town atmosphere that Cloverdale has historically enjoyed.



Source: ABAG, Projections and Priorities 2009: Building Momentum



## Strengths, Weaknesses, Opportunities, and Threats

### STRENGTHS

- Small-town charm
- Linkages with transit, including (in addition to coming SMART rail line) a City bus, Sonoma County Transit buses, a Greyhound bus stop, and an Amtrak bus connection service to the Martinez rail station
- Proximity to groceries, medical care, and other civic and community facilities
- Expedited approval for affordable housing

### WEAKNESSES

- Train depot disconnected from downtown
- Weak market for retail

### OPPORTUNITIES

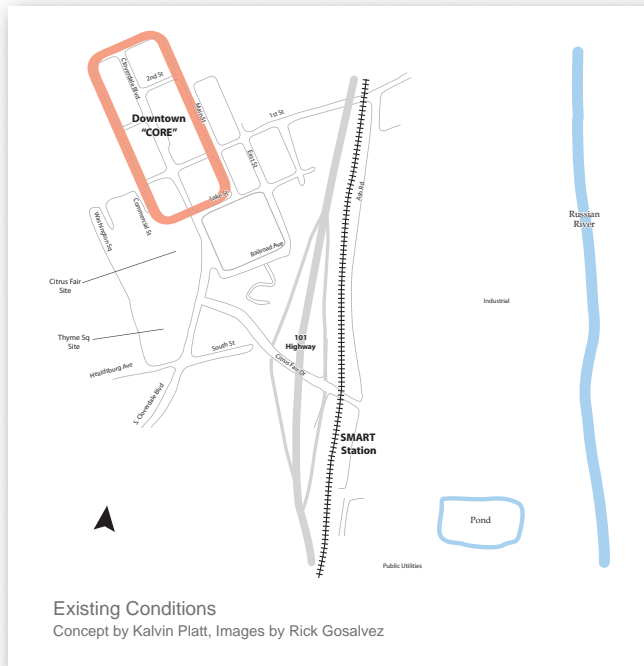
- Becoming a model of small-town TOD
- Re-use of Citrus Fair and Thyme Square sites
- \$2 million in affordable housing funds

### THREATS

- Flood plain limits development east of station
- Over-identification with small-town/cultural resistance to growth

*“While the small town feel benefits Cloverdale in many ways, it could also hinder feasibility and marketability of new development.”*

*“Through the establishment of a TOD designated development zone, the City can create incentives for both maintaining and enhancing Cloverdale’s core downtown.”*



Existing access to station along Citrus Fair Drive

## Recommendations

The City called upon ULI to provide recommendations for the following issues:

1. What is the best way to implement creative land uses to both expand SMART's ridership base in Cloverdale and foster business growth downtown?
2. How can the City improve City-wide connectivity?
3. What is the best strategy for attracting a supermarket downtown, despite current market weaknesses?
4. How can the City encourage development and design ideas that maintain the City's small town atmosphere?
5. How can the City identify the best uses of City resources to achieve the above goals?

The following recommendations address these issues.

### Recommendation #1: Facilitate Smart Growth in Light of Current Economics

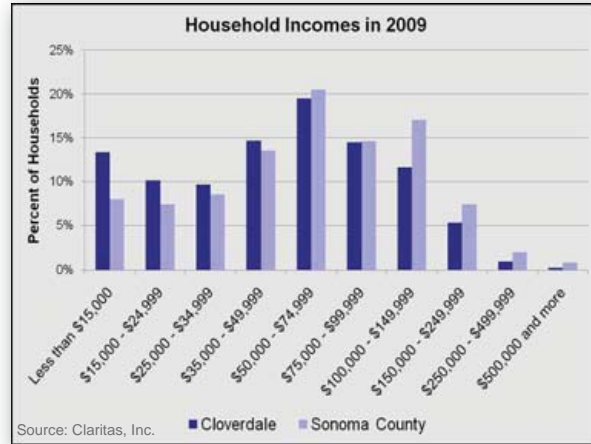
Despite the current economic downturn and limited market, any development in Cloverdale should be consistent with several general economic principles germane to transit-oriented development.

*Consider Market Demand (Especially for Housing and Visitor-Serving Uses)*

First, the City should encourage land uses that meet market demand. Recent market activity and expected future demand point primarily to housing and visitor uses.

ABAG's recent projections suggest that Cloverdale will enjoy a 34-percent population increase over the next 25 years, adding roughly 3,000 residents by 2035. Relatively low housing costs – Cloverdale's median home price is approximately \$235,000, compared to \$364,000 for Sonoma County – will likely contribute to the city's projected population growth. Given the projected demand increase of only 46 additional dwelling units per year over the next 25 years, Cloverdale will most likely benefit from lower thresholds of densities and sizes of developments.

While the City has identified retail, commercial, and job-creating uses as those most needed in Cloverdale, a recent market study revealed weak demand for retail. Accordingly, the city currently suffers from a surplus of commercial property. There is approximately 60,000 square feet of vacant retail and office space in Cloverdale, of which roughly 40,000 square feet are predominantly located downtown.



With respect to future retail development, market studies project that the city can support approximately 22,000 square feet of additional retail space by 2025. However, while a smaller, neighborhood grocery is currently located downtown, there is neither an immediate nor even short- to mid-term sufficient demand for a supermarket in Cloverdale's current development horizon. As market demand picks up over time, another small to mid-size neighborhood grocery could be supported in and around the downtown in the longer term.

*“There is neither an immediate nor even short- to mid-term sufficient demand for a supermarket in Cloverdale.”*

Although there is no immediate demand for retail, the City can help support its existing retail by maintaining its current concentration of civic uses and locating additional housing and visitor-serving uses downtown and near the station area. These uses will help to support existing retail and build support for the desired downtown retail anchor. Housing that complements the SMART line can also help to improve access to job centers – an important consideration, given that approximately 72 percent of Cloverdale's employed residents commute out of the City for work.

*Encourage Uses and Densities that Contribute to Transit Ridership*

Secondly, the City should encourage land uses and densities that contribute to transit ridership. These uses would include residential and neighborhood retail at densities slightly greater than or equal to seven units per acre. Higher densities cannot necessarily be justified, due to the lower regional connectivity that transit affords (or will afford) Cloverdale.

## Recommendation #2: Implement Connectivity Measures

The Northwestern Pacific Railroad line and the historic station were originally located adjacent to downtown Cloverdale; however, the existing rail line was left separated from the downtown (on the east side of the freeway) following the expansion of Highway 101. Consequently, the new Cloverdale Depot was also built on the east side of the freeway.

With the vast majority of the planned development located west of Highway 101, the physical separation of Cloverdale Depot from the downtown area presents a significant connectivity issue and poses a challenge to SMART's ridership base both to and from Cloverdale. The land adjoining the new station to the east is mostly a flood plain and may not be suitable for residential or commercial uses. Moreover, there is poor pedestrian and bicycle access from downtown Cloverdale to the new station, as potential SMART riders must walk/ride a minimum of a half-mile (about 15 minutes) to or from the downtown area while traversing several busy streets, the freeway's on- and off-ramps, and an unfriendly freeway underpass. Even for automobiles, the existing configuration of the Citrus Fair Drive/Cloverdale Boulevard intersection provides an unattractive and disorienting entry to downtown from both freeway off-ramps and the new station.

By implementing street improvements and changes designed to create a more consistent grid with grid-shaped, walkable blocks, the City can substantially improve connections to and from Cloverdale Depot. These improvements will encourage greater use of the SMART line and other existing transit. Improved pedestrian and visual connections between Cloverdale Depot and downtown will also promote visits by day-trippers and tourists.

### *Realignment of the Citrus Fair Drive/Cloverdale Boulevard Intersection*

The most effective way to connect the station and downtown is to realign the intersection of Citrus Fair Drive and Cloverdale Boulevard so that the part of Citrus Fair Drive coming from the station and freeway aligns directly with Cloverdale Boulevard

*“The most effective way to connect the station and downtown is to realign the intersection of Citrus Fair Drive and Cloverdale Boulevard going north into downtown.”*

going north into downtown. This would both create a direct, single street connection between downtown and the station and allow the recently beautified pedestrian and streetscape treatment of downtown Cloverdale to extend along the entire route between these two critical community assets. This realignment project would require the City to acquire a small, inefficient commercial parcel near the existing intersection, but the current rights-of-way would allow the reconfiguration to create a slightly larger area of commercial potential in a much more key location along Cloverdale Boulevard. Cloverdale Boulevard coming from the south would also be reconfigured into a new intersection with traffic signals, which would connect to northbound Cloverdale Boulevard (and downtown) via double left-turn lanes.

Aside from increased connectivity, a commercial benefit to downtown would accrue from the reconfigured roadway access from the station and freeway. New off-ramp configurations would provide an enhanced vehicular entry into downtown and a more efficient connection to Highway 128 and Mendocino County to the north. New signage on the freeway, which would exclude heavy trucks but entice visitors to use the modified off-ramps and the realigned Cloverdale Boulevard as a more aesthetically pleasing route to the coast, could also attract additional visitor business downtown.

### *Modifications to Citrus Fair Drive*

Citrus Fair Drive between downtown and Asti Road would also require modification in order to improve the connection between Cloverdale Depot and downtown. This existing section of Citrus Fair Drive was designed as a high-speed, exclusively vehicular road. To create a more sustainable, multimodal corridor that encourages walking, bicycle use, and calmer traffic, the road could be reconfigured as follows:

- Reduce the number of vehicle lanes to one in each direction and create a slower speed design
- Use the remaining right-of-way for wide sidewalks and bicycle lanes in each direction
- Provide a landscaped median
- Provide street trees, pedestrian lighting, directional signage, and graphics
- Modify on- and off-ramp intersections with Citrus Fair Drive to include stop signs, pedestrian crossings, and tighter curves and widths to enhance safe crossings at the ramps and pedestrian crossings of Citrus Fair Drive





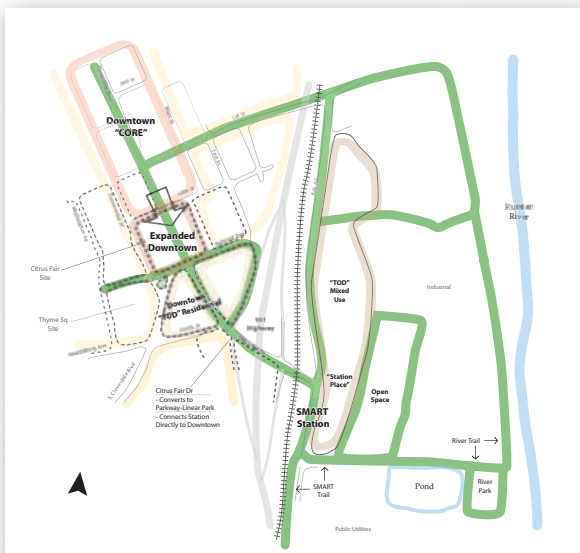
Realign the intersection of Cloverdale Blvd and Citrus Fair Dr  
 Concept by Calvin Platt, Images by Rick Gosalvez



Existing pedestrian elements connecting to open space

*Other Connectivity Improvements*

To create more efficient connections to Cloverdale Depot from the residential areas south of downtown, the sound wall currently separating the Tarman Tract and Highway 101 should have a pedestrian and bicycle opening at South Street. Additionally, a pedestrian and bicycle path should connect South East Street to Citrus Fair Drive along the southbound off-ramp of the freeway. Cloverdale's existing transit services, or a new shuttle bus system, should also be employed to transport SMART patrons to and from downtown and the city's other residential areas.



Create pedestrian friendly connections throughout  
 Concept by Calvin Platt, Images by Rick Gosalvez



Cloverdale Plaza, Downtown



Existing transit Sonoma County Transit service



City Hall, Downtown

**Recommendation #3: Preserve Cloverdale's Small-Town Atmosphere**

Especially in light of the current economic downturn, Cloverdale will have to compete with other towns and cities in Sonoma County that have become less expensive, offer more amenities, and are closer to the employment centers to the south (Santa Rosa, Marin County, and San Francisco). Additionally, Cloverdale faces the conundrum of creating a more compact, mixed-use downtown in a semi-rural area where residents may prefer a more “spacious” lifestyle and may not be interested in denser residential living.

Despite these concerns, the panel recommends that Cloverdale’s small-town atmosphere be maintained not only as a community value but as a model of small-town TOD for the future. Higher density development should not be character-changing and height limits and densities should be carefully considered. Bay Area-wide density criteria (such as MTC’s Resolution 3434 definition for TODs) should be balanced against the community’s existing size, character, and location in the region. Cloverdale, as the “end of the line” for the SMART rail and the northernmost town in Sonoma County, may benefit from lower thresholds of densities and development sizes without compromising regional sustainability goals.



Street improvements on Cloverdale Blvd, Downtown



Street improvements Downtown Cloverdale, Ca



Intersection of Citrus Fair Drive and Cloverdale Boulevard Source: Google Maps

**Recommendation #4: Focus on Downtown-Oriented Development**

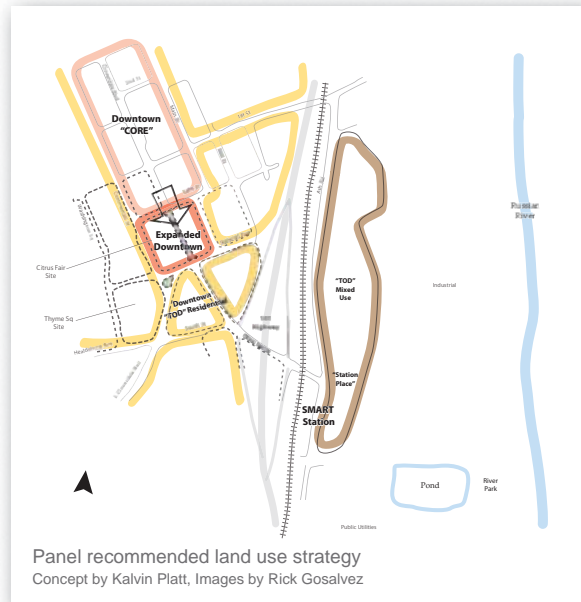
Downtown is the city’s greatest asset. Cloverdale’s downtown is compact, attractive, and easily walkable, and it offers a variety of land uses over its small grid of blocks. These features need to be protected while allowing for increased activity downtown. Sprawl on the city’s edges should be limited and the majority of new development (both commercial and residential) should be focused downtown and in the city’s core. The city’s civic uses should be concentrated downtown as well.

The improved connectivity gained through the reconfiguration of Cloverdale Boulevard (discussed above) can also foster new creative land uses to increase activity in the downtown core. First, the downtown’s commercial and mixed-use development can be expanded one block south to Railroad Avenue (on the east side of Cloverdale Boulevard); these uses will directly front the Cloverdale Boulevard following its reconfiguration. Downtown’s existing wide sidewalk treatments can also be extended, thereby reducing the walking distance from downtown to the station by one block.

*Reuse of the Citrus Fair Site*

The future integration and activation of the Citrus Fair Site is critical to the successful connection of downtown to the station area and increased activity downtown. The 6.2-acre Citrus Fair site, located south of downtown and west of the intersection of Citrus Fair Drive and Cloverdale Boulevard, is

currently underused. The existing facility on the site was built in 1951, and a large parking lot (which comprises the majority of the parcel’s useable space) fronts the main thoroughfare, Cloverdale Boulevard. Consequently, the site’s current configuration provides an unattractive entry into downtown along Citrus Fair Drive from Highway 101, which only exacerbates the connectivity problem and lack of flow between the station area and downtown. Despite its rich history as the home of the Cloverdale Citrus Fair Wine Competition (now named the San Francisco Chronicle Wine Competition), the Citrus Fair facility and parking lot currently monopolize a large parcel of prime land that would be more appropriately used as a southern anchor to the downtown.



Panel recommended land use strategy  
Concept by Calvin Platt, Images by Rick Gosalvez

There are two possible alternatives for the site’s redevelopment and reuse:

- Relocate the Citrus Fair (possibly near the SMART station on Asti Road) and redevelop the entire site for mixed residential and commercial uses; or
- Maintain the existing fair uses west of Commercial Street and redevelop the Cloverdale Boulevard frontage of the site (the existing parking lot) for downtown uses.

No matter which alternative is selected, the City should align new buildings right along Cloverdale Boulevard, thereby extending downtown’s “look and feel” and creating a southern anchor

to the downtown. The Cloverdale Boulevard reconfiguration would add about a half-acre to the Citrus Fair site and also align the frontage of the parcel with the rest of downtown.

Additionally, although no immediate or short- to mid-term demand exists for a supermarket in Cloverdale, redevelopment of the Citrus Fair site could present an opportunity for such a supermarket use in the longer term. If located along the street frontage of Cloverdale Boulevard, the market could include traditional sections for food shopping while also offering prepared food sections, deli takeout, and sidewalk café-style dining along the boulevard's widened and landscaped sidewalks. Parking should be located at the rear of the market on this large site, rather than along the street frontage of Cloverdale Boulevard.

*“The Thyme Square site should ideally be developed as support uses for the downtown, such as higher density housing in the 6 to 15 units per acre range.”*

*Development of the Thyme Square Site*

Development of the currently vacant 5.3-acre Thyme Square site to the south of Citrus Fair is also critical to the future success of Cloverdale’s downtown and station areas. Though located south of what will become the downtown’s southern anchor (the Citrus Fair site), the Thyme Square site should ideally be developed as support uses for the downtown, such as higher density housing in the 6- to 15-unit-per-acre range, reflecting the small-town atmosphere of Cloverdale. Depending on market conditions, housing on the Thyme Square site could take the form of small-footprint, small-lot “cottages” and some walkup or townhouse units.



Opportunity site: Thyme Square

**Recommendation #5: Encourage Complementary Land Uses Near the Station Area**

Although the City’s primary development focus should remain on downtown Cloverdale, creative land uses should also be considered in the direct vicinity of Cloverdale Depot to the east of Highway 101, as there are a substantial number of acres of undeveloped land fronting Asti Road. Land uses near the station area should complement, not compete with, land uses in and around the downtown.

Some of the land is flood plain, but some of it sits on higher ground and is tree-covered. The environmental issues of flooding and tree preservation should be studied. Some potential uses would be a “Station Place” development, incorporating visitor uses and higher density residential development among the trees, facing a preserved flood plain, open space, or the river. Additionally, some small riverfront parks and new bicycle and hiking trails could be located along the riverside in order to connect the northern terminus of the regional SMART trail system at Cloverdale Depot with the Russian River trail systems to the north. This combination of transit and riverfront recreational facilities would offer a unique opportunity for a sustainable, mixed-use development.

Apart from the undeveloped land near the station, a possible reuse for some of the industrial lands in this area could be for new Citrus Fair facilities, if the City elects to relocate the fair from downtown.



Housing densities appropriate near downtown  
Source: Calthorpe Associates, The Crossings, Mountain View

## Conclusions

In comparison to the other North Bay cities along the new SMART line, “TOD” means something markedly different in Cloverdale, which falls somewhere between a rural and semi-rural town. Unlike Santa Rosa, Rohnert Park, or even Healdsburg, Cloverdale will not likely see significant growth during the early implementation stages of the SMART rail system. Furthermore, as the SMART line’s northernmost terminus, Cloverdale will not, in the foreseeable future, serve as a significant sub-regional transportation hub.

Being mindful of these characteristics and well aware of the economic realities associated with development of increased densities, the panel finds it difficult to support density merely for density’s sake in Cloverdale – rail station or not. A development plan for the station area and downtown Cloverdale that mandates increased building heights and densities would not likely serve the best interests of Cloverdale, its residents, or Sonoma County as a whole. Although development patterns in and around the downtown should be somewhat denser, to the rural or semi-rural home buyer seeking tranquility and small-town charm, such an increase in densities probably does not translate into a condominium flat three floors up.

For Cloverdale, transit-oriented development (and its aligned goal of smart growth) means recognizing where the city should grow and then implementing development policies that help create a true, highly functioning downtown. This entails:

- Focusing the majority of the city’s development activity in the downtown area and discouraging any annexation or development outside of the core downtown;
- Maintaining the City’s existing civic uses as a northern anchor of downtown and creating new southern anchors closer to the station area;
- Relocating and/or redeveloping the Citrus Fair site;
- Realigning Cloverdale Boulevard and humanizing Citrus Fair Drive to provide for increased connectivity between downtown and the station area;
- Encouraging land uses near Cloverdale Depot that are complementary to, not competitive with, the downtown; and
- Ensuring that any higher density development is not significantly character-changing.

The City’s implementation of the panel’s suggestions will not materially change Cloverdale’s desirability as a retail or residential destination in the near term. By working toward these goals, however, the City can create a more rail-friendly environment that capitalizes on existing infrastructure and currently underused and undeveloped parcels. Most importantly, the adoption of the planning tools and concepts illustrated herein will allow Cloverdale to grow intelligently and maintain its small-town charm.



Existing townhomes west of Thyme Square

## Bay Area Best Practice Case Studies

Three Best Practice cities presented their TOD strategies and lessons learned at the 2009 TOD MarketPlace. Each of these cities has approved or implemented a successful TOD project that can provide model practices and lessons learned.

### Contra Costa Centre Transit Village Contra Costa County

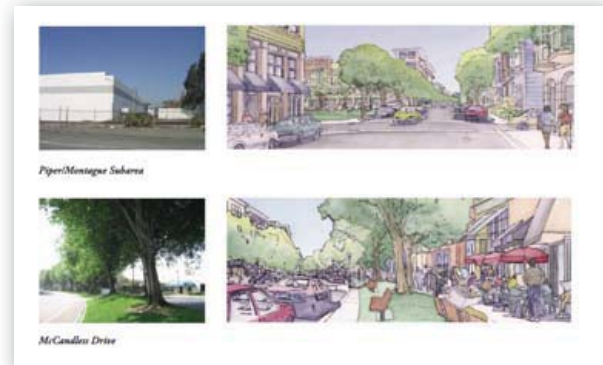
Planners and developers credit the success of this project to public-private partnerships. Through a shared vision and contractual agreement, the County and developer successfully navigated the complex task of building 2,629 higher-density dwelling units, 2.5M sf of commercial space, and 424 hotel rooms. This destination was designed with multi-modal transportation and pedestrian experiences in mind and offers a creative and practical model to TOD planning. Infill development surrounds the Pleasant Hill BART station in Contra Costa County.



Contra Costa Centre Transit Village Source: Contra Costa County

### Transit Area Specific Plan Milpitas

The Transit Area Specific Plan, adopted in June 2008, was designed to leverage existing Valley Transit Authority Light Rail and planned BART services. The plan aims to better service employers, residents, and patrons of the Great Mall with attractive pedestrian connections to transit and neighborhood retail services. The mixed-use plan area is 437 acres and calls for up to 7,100 new dwelling units, approximately 1.4M sf of commercial space built over four phases. Phasing will depend on residential market factors.



Transforming Milpitas Source: City of Milpitas, Transit Area Specific Plan

### Intermodal Station District Union City

In November 2007 Union City, BART, and AC Transit agencies broke ground on the Intermodal Station District. The plan aims to establish a compact, pedestrian- and multi-modal transit-oriented downtown district on 80 acres by integrating a mix of uses and higher density housing types. Up to 1,636 dwelling units are planned in addition to 100,000 sf of retail and up to 1.2M sf of office space. Public investments encouraged development and catalyzed private interest in the plan.



Avalon Union City Source: Union City

Download the Best Practice presentations at:

[www.todmarketplace.org](http://www.todmarketplace.org)

## Past Participant TOD Plans

ULI San Francisco's Technical Assistance Panel program provides expert, multidisciplinary advice to public agencies and non-profit organizations facing complex land use issues in the San Francisco bay area. Drawing from its extensive membership base, ULI San Francisco conducts panels to offer objective and responsible advice on a wide variety of real estate related issues ranging from site-specific projects to public policy questions. Past participants benefit from using ULI TAP recommendations to further TOD plans in their community.



### 2006

- 1 El Cerrito Del Norte Station Area Plan
- 2 Hayward Mission Boulevard Plan
- 3 Petaluma Petaluma Specific Plan
- 4 Pittsburg Railroad Avenue Specific Plan
- 5 San Bruno Downtown TOD Plan
- 6 San Leandro Downtown TOD Plan
- 7 San Mateo Rail Corridor TOD Plan
- 8 San Rafael Downtown TOD Plan

### 2007

- 9 Fairfield Main Street Transit Center Plan
- 10 Fremont BART Station Area Plan
- 11 Richmond Richmond Transit Village Plan
- 12 Santa Rosa Downtown Railroad Sq Plan
- 13 San Pablo 23rd Street TOD Plan
- 14 Santa Clara/ San Jose Station/BART Terminus Plan

### 2008

- 15 Concord Concord Naval Weapons Station
- 16 Newark Dumbarton TOD Plan
- 17 San Bruno Transit Corridor Plan
- 18 San Carlos Transit Corridor Plan
- 19 San Francisco Balboa Park Plan
- 20 San Leandro Downtown San Leandro Plan

### 2009

- 21 Antioch Hillcrest eBART Station Area Plan
- 22 Cloverdale Downtown SMART Plan
- 23 Menlo Park El Camino/Downtown Area Plan
- 24 Oakland Valdez/Broadway District Plan
- 25 San Jose Diridon Station Area Plan

To inquire about the 2010-2011 participant application period or for more information, please call 415/268-4093 or email [kwhite@uli.org](mailto:kwhite@uli.org).

## TOD MARKETPLACE: Bringing Cities and Developers Together Around Transit-Oriented Development

Dozens of cities have taken advantage of grants available from regional agencies for TOD planning and, in many cases, have subsequently partnered with ULI San Francisco to receive advice from ULI technical assistance panels. ULI San Francisco has brought private sector expertise to planning for 25 transit stations in the Bay Area, helping cities create both well-designed and economically feasible plans. The results of these technical assistance panels is shared at the ULI San Francisco's annual TOD MarketPlace, which for the past four years has brought cities and developers together to share expertise in transit oriented development.

[www.todmarketplace.org](http://www.todmarketplace.org)

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Association of Bay Area Governments



RECONNECTING  
 THE BAY AREA  
 TO TRANSIT-ORIENTED DEVELOPMENT





# 6. PUBLIC PARTICIPATION MARKETING & OUTREACH STRATEGY

Prepared by  
**CITY OF CLOVERDALE**



The 2009 Cloverdale Housing Element update contains a comprehensive housing program, which was developed to implement recommendations of the 2002 Housing Element. At the heart of the housing program is the intent to maintain approximately 10% of the City's housing stock as permanent affordable housing by preserving existing affordable housing units and by construction of new affordable housing – and with a balance of very low, low, and moderate income households, owner and renter households, and family and senior housing.

Even though the City has identified adequate sites to meet the required fair share, it is anticipated that most of the affordable housing in the 2009 Housing Element period will be directly built with, or with support of City funding.

The Housing Element is intended to coordinate with the City's economic development programs by encouraging housing for people who work in Cloverdale businesses and to coordinate with the City's greenhouse gas reduction goals by reducing in-commute by people who are employed in Cloverdale.

A primary intent of the Housing Element is to provide a range of opportunities so that children leaving home do not have to leave Cloverdale because of housing costs; that parents and grandparents can move to Cloverdale to join their families; and that households can progress from lower cost to market rate housing within the City; and that special needs households are incorporated into the community.

[note. The Station Area Plan and Rezoning to Conform revise the G-C zoning on the south opportunity sites to Transit Oriented Development. This change continues to allow mixed-use development but favors the affordable housing component to support both the downtown and the SMART station. Because the G-C zoning was the primary source of large sites for new affordable housing, this change increases opportunity sites for market rate and affordable housing on the south opportunity sites.]

## Housing Goals

- Goal H-1** Conserve and improve the existing housing stock to provide adequate, safe, and decent housing for all Cloverdale residents.
- Goal H-2** Provide housing for all economic segments of the community.
- Goal H-3** Expand affordable housing opportunities for persons with special housing needs such as the elderly, households with very low to moderate incomes, and first time homebuyers.
- Goal H-4** Promote housing opportunities for all persons regardless of race, gender, age, sexual orientation, marital status or national origin.
- Goal H-5** Ensure public participation in the development of the City's housing policies.
- Goal H-6** Promote effective and efficient land use in meeting housing needs, including consideration of conservation of energy and natural resources, and green building technologies.

## Housing Goals, Programs, and Implementation Programs

- Goal H-1** Conserve and improve the existing housing supply to provide adequate, safe, and decent housing for all Cloverdale residents.
  - Policy H-1.1 Housing Rehabilitation: Facilitate the rehabilitation and preservation of existing housing in Cloverdale.
    - IP-1.1.1 Rehabilitation/Preservation Program: Continue coordination with the Sonoma County Housing Rehabilitation Program providing low interest loans for the rehabilitation of homes and mobile homes owned or occupied by very-low to moderate-income households. Facilitate citizen awareness of the rehabilitation loan program by a) making pamphlets on this program available at City Hall and at the public library; b) contacting neighborhood groups in older residential



# 7. PARKING ORDINANCE

Prepared by  
**CITY OF CLOVERDALE**



This section of the zoning code is current as of June 2010. Contact the City's Planning/Community Development Department or visit the department's website for the most current version of the zoning ordinance.

**Table 18.09.050-A  
Off-Street Parking Requirements by Land Use**

<b>Residential Uses</b>	
Single family dwelling on a conventional lot and with a 20 foot minimum front yard setback, and fronting on a public or private street with on-street parking.	Two spaces per unit, one of which must be covered. Both spaces must be outside required setbacks and must have a minimum driveway length of 20 feet between the property line and the parking space.
Cluster ownership housing. (Single family dwelling in a small lot PUD, Townhouses, Condominiums, and attached housing.)	One covered space per unit; plus 1.5 unrestricted shared parking spaces per unit; plus 0.5 parking space per unit, which may be restricted to specific units or may be unrestricted.
Second residential units	One space per unit. Space may be in tandem and may be located in a driveway behind a required parking space.
Apartments and multi-family dwellings (Generally designed for rental occupancy)	Studio unit: 1 covered space per unit and 0.5 unrestricted shared parking space per unit. One bedroom unit: 1 covered space per unit and 1 unrestricted shared parking space per unit. 2+ bedroom units: 1 covered spaces per unit and 2 unrestricted shared space per unit.
Senior Housing Parking	1 covered space per unit, and 0.5 shared parking space per studio and one bedroom unit and one shared parking space per 2+ bedroom unit.
Single Room Occupancy	.5 space per unit plus one bicycle space per unit which can be locked
Residential Care Facilities	1 uncovered space per 3 beds and 1 space per employee on the largest work shift
Mobile home parks	1.75 spaces per unit, which may be in tandem, one (1) of which must be covered.
Large Family Day Care Facilities	1 uncovered space per staff person other than the homeowner in addition to the required parking for the residential building

<b>Public and Semi-Public uses</b>	
Public buildings - Administrative	1 parking space/ 250 sq. ft. of gross floor area.
Public and semi-public buildings - assembly (including auditoriums, theaters, lodges, clubs, churches, mortuaries)	1 parking space/5 fixed seats, or 1 parking space/50 sq. ft. of floor area designed for public assembly
Hospitals	1 space/2 beds and 1 space/doctor or employee on the largest shift
Convalescent hospitals	1 space/3 beds and 1 space/doctor or employee on the largest shift
Public utility buildings without on-site offices	1 parking space/2 employees on the largest work shift.
<b>Schools</b>	
Grade schools, elementary, junior high schools	1 parking space/classroom and 1 space per 250 square feet of office for faculty and employees
High schools, colleges	1 parking space/classroom, 1 space per 250 square feet of office for faculty members and employees, and 5 parking spaces/classroom for students
Vocational, business, trade schools	1 parking space/3 students of the maximum classroom capacity and 1 space each employee
Child care facilities	1 parking space/employee or teacher and 1 space/5 children
<b>Commercial Uses</b>	
General retail, office and commercial	1 parking space/250 sq. ft. of gross floor area
DTC District commercial - retail and office only	1 parking space/300 sq. ft. of gross floor area or 1 space per 450 square feet if the building provides shared parking (see Section 18.09.020)
DTC, DTS, and TOD Districts, mixed use provisions for mixed residential and non-residential use.	With use permit approval, parking for the residential portion of a mixed use project may be reduced to one space per unit, provided that the square footage for each floor of residential use shall not exceed twice the square footage of first floor commercial use, and the commercial portion of the building provides all required parking.



Hotels and motels	1 parking space/unit, and 2 parking spaces for the manager's office.
Restaurants and bars	1 parking space/100 sq. ft. of public area (any area accessible by the public).
Drive-In/Drive-Through	1 parking space/75 sq. ft. of public area (any area accessible by the public).
Any portion of a site with outdoor sales, display, and rental areas, including nurseries, auto, RV, boat sales	1 parking space/2,000 sq. ft. open area for the first 10,000 sq. ft., then 1 space/5,000 sq. ft. over 10,000 sq. ft. Any enclosed building on the site shall meet the requirement for the most similar use to that in the enclosed building.
Gasoline service stations	3 parking spaces/working bay, plus 1 parking space/employee on the largest shift.
Vehicle Repair	1 parking space/450 sq. ft. of floor area.
Bowling alleys and billiard halls	5 parking spaces per lane and 2 spaces per billiard table.
Bicycle Parking (required for commercial developments, including offices)	1 bicycle space in a bicycle rack per 1,000 square feet of floor area (except in the DTC and DTS districts).
<b>Industrial and Warehouse Uses</b>	
Warehouse combined with retail store, service or repair shop or wholesale sales	1 parking space/800 sq. ft. of gross floor area, or 1 parking space/employee and 1 space/company vehicle, whichever is larger.
Manufacturing and Warehouse	2 parking spaces/3 employees on the largest shift, but not less than 1 space/2,000 sq. ft. of area used for allowed uses.
Mini-warehouse or other storage containment yards	1 parking space/20 storage units, plus adequate driveway width to permit one vehicle (8' x 20') to park in front of each unit without obstructing access.

(August 13, 2008 ref Ord. 665-2008)

**Section 18.09.060      Downtown Parking Area**

The downtown has many properties developed prior to the City parking requirements, and the downtown is unique in encouraging pedestrians to park once and visit many destinations without re-parking. Parking requirements and exclusions are intended to support pedestrian-oriented uses and pedestrian-oriented design. The following provisions apply only to uses located within the DT-C (Downtown Commercial) zoning district.

- A. For a change of use that requires increased parking pursuant to Table 18.09.050-A., and the building is not expanded, additional parking may be waived by use permit if the use is activity generating, such as retail use, restaurant use, theater, and similar uses.
- B. When a downtown building is destroyed or demolished, a use permit may be granted to allow parking credit for the demolished building square footage if the replacement building is pedestrian-oriented design. This exception does not expire.
- C. Upon use permit approval, new construction may pay in-lieu parking fees as provided in Section 18.09.060. D.4 (below). A use permit shall not be approved if cumulative approval of in lieu spaces exceeds the number of “new” shared parking spaces created since May, 2005. A “new” space shall be a newly created parking space on public streets or in a public parking lot plus .25 times the number of spaces created in private shared lot as described in paragraph D below.
- D. A property owner may offer permanent and unrestricted public use of a parking lot, guaranteed by easement granted in perpetuity to the City and giving the City the right to manage the parking lot at the City’s option. The following provisions shall apply.
  - 1. The parking lot shall meet the minimum requirements for number of spaces of the use that the lot serves, pursuant to Table 18.09.050-A (parking requirements by land use) and provisions 2.A through 2.C. above.
  - 2. The City may place parking restrictions, such as timed parking or metered parking, as needed to assure that the parking meets downtown parking needs.
  - 3. As incentive for providing unrestricted parking, the City may offer one or more of the following considerations: City improvement and maintenance of the parking lot, compensation from in-lieu parking fees, or provision of parking meter revenues if meters are installed.
    - i. The City may allow the parking lot owner to reserve up to 50% of the spaces for the time period most likely to be used by the property which the parking serves (e.g. parking for an office could be restricted from 8 a.m. to 5 p.m., with the parking being available to the public at other times).
    - ii. The City and property owner may mutually agree to prohibit certain types of parking if it is determined that a particular type of parking is detrimental to the overall intent of the downtown parking provisions.
  - 4. In lieu parking program. Upon approval of a use permit, the City may allow a property owner to satisfy parking requirements by the payment of in-lieu parking fees. The in-lieu fee option may be requested by the property owner and cannot be required by the City.

- a. Parking in-lieu fees shall be established by resolution of the City Council. The fee shall be the cost of land and construction costs of building an average parking space. The fee resolution shall be updated if passed more than 12 months prior to a use permit request to pay lieu fees.
  - b. In lieu fees may be used to satisfy parking requirements only if new unrestricted parking spaces have been provided in the downtown or on streets adjoining the downtown after May 2005. The City shall develop and maintain a map showing the base number of unrestricted spaces available as of May 2005.
  - c. The total fee paid shall be the number of required spaces in Table 18.09.050-A. which are not provided on the applicant's site times the parking fee as established in paragraph 4.a. above.
5. Upon use permit approval, fees may be waived for nonprofit uses which events, museum, library, or similar pedestrian attracting uses for the downtown. (July 27, 2005 – Ref. Ord. 632-2005 and September 13, 2008 ref Ord. 665-2008).

**A. PUD Permit Provision for the O-R (Office/Multi Family) District**

A PUD Permit may be granted to modify provisions of O-R (Office/Multi Family) Districts in a manner that conserves the existing built environment and livability for residents as the neighborhoods change from residential to office or mixed use.

- 1. Parking may be reduced for the conversion of an existing house to office use, as long as the house is not expanded, and the parking is maximized to the extent possible, while also retaining the appearance and feel of a residential property (e.g. parking in the residential driveway, including tandem parking, and/or parking to the rear of the building). Reductions shall not be allowed if parking other than the driveway is provided in the front or street side yard.
- 2. Mixed residential and office use or conversion from single family to multiple family use may be allowed within a pre-existing residential structure without requiring the residential use be above a conforming office use.
- 3. Underlying District site development standards and parking standards may be reduced or waived for properties that meet criteria for historic designation in the National or State Registers, or as historic conservation sites based on General Plan criteria. District requirements, may be modified with the following provisions:
  - a. A historic report shall be prepared identifying the design, materials, and site features that generally meet the criteria in National Register Bulletin 15, How to Apply the National Register Criteria for Evaluation.
  - b. The PUD permit shall include a plan for preservation of the identified historic design, materials, and site features, and the project shall implement the plan.



# 8. USE REGULATIONS & SITE DEVELOPMENT STANDARDS (CHAPTER 18.05)

Prepared by  
**CITY OF CLOVERDALE**

NOTE: This section of the zoning code is current as of June 2010. Contact the City's Planning/Community Development Department or visit the department's website for the most current version of the zoning ordinance.



**Chapter 18.05**

**COMMERCIAL DISTRICTS**

**Section 18.05.010 Purpose and Intent.**

The Cloverdale General Plan and Station Area/Downtown Precise Plan outline goals, objectives and policies regarding the character of commercial uses and development. It is the purpose of this chapter to implement these goals, objectives and policies. The commercial districts have two centers - downtown and the Furber Plaza area. For the past 20 years, the City has concentrated on removed strip commercial development that lined Cloverdale Boulevard when it was a state highway, and has focused on strengthening two concentrated commercial areas -- the downtown and the Furber Plaza shopping center area; although, a small amount of strip commercial zoning still remains. The purpose of commercial zoning is to continue the focus on the two core areas.

**Section 18.05.020 Commercial Land Use Districts**

**A. Intent of Office/Multi-Family (O-R) District**

The purpose of the Office/Multi-Family (O-R) District is to provide for a mix of compatible office and residential uses, and to conserve the historic land use and development patterns surrounding the downtown core. The historic patterns are based on older, smaller single family residential buildings with typical single family front yards and parking, with a distinct neighborhood fabric of houses in close walking proximity to the downtown. While the O-R zone allows office uses, the intent is to maintain and conserve a residential neighborhood appearance. To that purpose, a PUD permit can be granted giving the residential character precedence over parking and other site development standards.

**B. Intent of Downtown Core (DTC) District**

The purpose of the Downtown Core (DTC) District is to provide for downtown commercial, cultural and office-related uses which recognize and are compatible with the historical, small town nature of the downtown area. Residential uses are allowed if sited on the second story or behind a commercial building. The district is established in order to reinforce the image of the downtown as the "heart" of Cloverdale and as a public gathering place; provide for a broad range of pedestrian-oriented commercial, office, institutional, cultural, and public uses; maximizing the efficiency of the City's downtown district by limiting or prohibiting uses the break the continuity of commercial frontage or are incompatible with an attractive pedestrian shopping area; and promoting special architecture and streetscape design which strive to achieve the adopted downtown design elements.

**C. Intent of the Downtown Support (DTS) District.**

The purpose of the Downtown Support District is to encourage land uses that support the Downtown Core by providing a wide range of uses that provide customers for the pedestrian-oriented retail in the DTC District. Appropriate uses would be offices which provide daytime customers, lodging and residential uses which provide general customer support, and entertainment uses which draw people downtown.

**D. Intent of the Transit Oriented Development TOD District.**

The main purpose of the TOD district is to provide high-density residential development to provide riders for the SMART passenger rail station and employees and customers to support the downtown pedestrian oriented retail core. Secondary purpose of the district would be to allow public or office uses with high employment densities, to provide an employment destination for passenger rail and a source of customers to support the downtown pedestrian retail. Associated uses that provide non-retail services to residents are also allowed.

All building designs, except public or hospital use, should have a residential design and should face the street, even if the primary use is non-residential.

**E. Intent of General Commercial (G-C) District**

The primary purpose of the General Commercial (G-C) District is to create, preserve and enhance areas for small scale retail establishments which are conveniently located to provide for frequently recurring needs of outlying residents, which uses are clearly subservient to the downtown and which are appropriate at intersections of major thoroughfares that surround residential neighborhoods. Residential uses are discouraged. The district is also used for the Furber Plaza Shopping Center, which provides retail and commercial services for the south of downtown. The provisions of the G-C District specifically favor retail uses, and office or other non-retail use should not disrupt a pedestrian shopping experience except as smaller storefronts in a row of retail shops or in areas on a site separate from the retail area.

**F. Intent of Service Commercial (S-C) District**

The primary purpose of the Service Commercial (S-C) District is to allow more intensive retail, service and heavy commercial uses including warehousing and wholesale commercial uses. Residential uses are not allowed. While the light industrial and heavy commercial uses would normally be expected in industrial areas, the S-C District allows for certain of those uses to be established at in-town locations, where they can serve resident needs, if the external impacts of those uses do not disturb adjoining residential and commercial neighborhoods.



**Commercial Use Regulations**

**Section 18.05.030 Commercial Use Regulations**

Permitted uses within Commercial Districts in the City of Cloverdale are identified in Table 18.05.030-A.

**TABLE 18.05.030-A  
Uses Permitted Within Commercial Districts**

- P Permitted
- PP Permitted Subject to Plot Plan Review
- C Permitted Subject to issuance of a Conditional Use Permit
- NP Not Permitted
- Does not apply in the zoning district

Land Uses	Commercial Zoning Districts					
	DTC	DTS	TOD	O-R	G-C	SC
<b>Office and Related Uses</b>						
Administrative offices – Offices with limited customer access. (see definitions) (See note 1)						
• With less than 1,500 square feet	P	P	P	P	P	C
• 1,500 square feet or larger	C	P	C	C	C	C
• More than 25 feet of first floor frontage	NP	-	-	-	-	-
General office use (see definitions) (See note 1)						
• With less than 1,500 square feet	P	P	PP	P	P	P
• 1,500 square feet or larger	C	P	NP	C	C	C
• More than 25 feet of first floor frontage	NP	--	--	-	--	--
<b>Commercial Uses</b>	<b>DTC</b>	<b>DTS</b>	<b>TOD</b>	<b>O-R</b>	<b>G-C</b>	<b>SC</b>
Pedestrian Oriented Retail (see note 1)						
• Less than 2,500 square feet	P	C	NP	NP	P	C
• 2,500 square feet or larger	PP	C	NP	NP	P	C
• More than 50 feet of first floor frontage	C	-	-	-	-	-
General Retail (see note 1)						
• With less than 1,500 square feet	P	P	NP <sup>1</sup>	NP	P	P
• 1,500 square feet or larger	C	PP	NP <sup>1</sup>	NP	PP	PP
• More than 25 feet of first floor frontage	NP	-	-	-	-	-
Household Services. (Repair and service of household goods) see definitions.						
• With less than 1,500 square	P	P	NP <sup>1</sup>	NP	P	C
• 1,500 square feet or larger	C	P	NP <sup>1</sup>	NP	C	C
• More than 25 feet of first floor frontage	NP	-	-	-	-	-

**City of Cloverdale Zoning Code**

Personal Services - Barber and Beauty Shops, nail salons						
• With less than 1,500 square feet	P	P	C	P	P	C
• 1,500 square feet or larger	C	P	NP	C	C	C
• More than 25 feet of first floor frontage	NP	-	-	-	-	-
Catering establishments	PP	PP	NP	NP	PP	P
Dry cleaning with on-site cleaning equipment. Self service laundries.	NP	PP	PP	NP	C	C
Feed and tack stores	NP	NP	NP	NP	C	PP
Parking lot Kiosks (e.g. film, coffee, etc.)	NP	NP	NP	NP	C	NP
Liquor stores	C	C	C	NP	C	C
Outside sales or display areas for uses allowed in the underlying zoning district.	PP	PP	NP	NP	C	C
• Less than 100 square feet					-	-
Animal care including day care and grooming	NP	NP	NP	NP	NP	C
Second hand stores	C	C	NP	NP	C	NP
<b>Restaurants</b>	<b>DTC</b>	<b>DTS</b>	<b>TOD</b>	<b>O-R</b>	<b>G-C</b>	<b>SC</b>
With entertainment	C	C	NP	NP	C	C
Without entertainment						
• Less than 50 seats	P	P	C	NP	P	C
• 50 seats or more	PP	C	C	NP	PP	C
Outdoor seating accessory to a restaurant (including sidewalk seating)						
Less than 12 outdoor seats	P	PP	NP	NP	PP	C
More than 12 outdoor seats	PP	C	NP	NP	C	C
With Drive-Thru Window	NP	NP	NP	NP	C	C
Bar/Cocktail lounge	C	C	NP	NP	C	C
Wine tasting/sampling and sales	PP	PP	PP	NP	PP	NP
<b>Hotels and Lodging</b>	<b>DTC</b>	<b>DTS</b>	<b>TOD</b>	<b>O-R</b>	<b>G-C</b>	<b>SC</b>
Bed and Breakfast Inns	PP	C	C	C	NP	C
Vacation Rental	C	C	NP	NP	C	NP
Hotels and Motels						
a. Up to 12 rooms	C	PP	PP	C	C	C
b. More than 13 rooms	C	PP	C	NP	C	C
Recreational vehicle park	NP	NP	NP	NP	NP	C
<b>Medical Uses</b>	<b>DTC</b>	<b>DTS</b>	<b>TOD</b>	<b>O-R</b>	<b>G-C</b>	<b>SC</b>
Medical Offices	C	PP	C	C	C	C
More than 25 feet of first floor frontage	NP	-	-	-	-	-
Hospital, including convalescent hospitals.	NP	C	C	NP	C	NP
Veterinary offices and animal hospitals						
• Without exterior kennels, pens, & runs	NP	C	NP	PP	C	C
• With exterior kennels, pens, and runs	NP	NP	NP	NP	NP	C
<b>Vehicle sales and service</b>	<b>DTC</b>	<b>DTS</b>	<b>TOD</b>	<b>O-R</b>	<b>G-C</b>	<b>SC</b>
Automobile and light truck sales and/or service, boat and camper sales and /or service, motorcycle sales and/or service, car washes, tire sales & service.	NP	NP	NP	NP	NP	C
Automobile service station	NP	C	NP	NP	C	C

**City of Cloverdale Zoning Code**

<b>Industrial/Research &amp; Development Uses</b>	<b>DTC</b>	<b>DTS</b>	<b>TOD</b>	<b>O-R</b>	<b>G-C</b>	<b>SC</b>
Light manufacturing or processing.	NP	NP	NP	NP	NP	C
Recycling facilities	NP	NP	NP	NP	C	C
Wholesale and distribution uses and warehouses.	NP	NP	NP	NP	NP	C
Mini storage for public use within an enclosed building.	NP	NP	NP	NP	C	PP
<b>Public/Quasi Public Uses</b>	<b>DTC</b>	<b>DTS</b>	<b>TOD</b>	<b>O-R</b>	<b>G-C</b>	<b>SC</b>
Public/Quasi Public Uses	C	C	C	C	C	C
Theaters, including both motion picture and live performing arts	PP	PP	NP	NP	NP	NP
Day nurseries, nursery schools, and child care facilities	NP	C	C	C	C	NP
<b>Recreation Uses</b>						
Athletic and health clubs and indoor commercial recreation facilities, dance schools.	C	C	C	NP	C	C
Commercial recreation facilities (outdoor)*	NP	C	C	NP	C	C
<b>Residential Uses</b>	<b>DTC</b>	<b>DTS</b>	<b>TOD</b>	<b>O-R</b>	<b>G-C</b>	<b>SC</b>
Residential care facilities and convalescent homes	NP	C	C	C	C	C
Multiple family residential uses above a permitted commercial or office use	PP	PP	PP	PP	C	NP
Multi Family Residential first floor	PUD	C	PP	C	NP	NP
Single-family house	NP	NP	NP	PP	NP	NP
Single Room Occupancy Living Unit (SRO)	NP	C	C	NP	NP	NP
Emergency Shelters	NP	NP	PP	NP	PP	NP
<b>Accessory Uses</b>	<b>DTC</b>	<b>DTS</b>	<b>TOD</b>	<b>O-R</b>	<b>G-C</b>	<b>SC</b>
Accessory uses located on the same site as a permitted use	PP	PP	PP	PP	PP	PP
Temporary Uses	PP	PP	PP	PP	PP	PP
Other uses similar to, and no more objectionable than the uses identified above, as determined by the Planning Commission	C	C	C	C	C	C
Outdoor storage on a vacant parcel	NP	NP	NP	NP	NP	NP

1. Commercial projects which serve as a city-proposed catalyst project for the downtown development may be approved with a use permit in the TOD District.

**Section 18.05.040 Commercial Site Development Standards**

**A. General Requirements**

- The below Table sets forth minimum Site Development Standards for Commercial development within Commercial Districts.

**Table 18.05.040-A  
Commercial Site Development Standards**

	DTC	DTS	TOD	O-R	G-C	S-C
Lot area, in square feet	None	None		6,000	6,000	6,000
Lot width	None	None		60'	60'	60'
Lot depth	None	None		100'	100'	100'
Maximum front building setback	0'	0'	15'	20'	15'	20'
Minimum front building setback	0'	0'	10'	--	--	--
Maximum building length	-	-	120'	-	-	-
Interior side building setback	0'	0'	10'	5'	0'	0'
Street side building setback	0'	0'	10'	15'	10'	20'
Rear building setback	0'	0'	10'	15'	10'	10'
• Abutting R-1 or R-2 zoning	-	-	20'	20'	-	-
Maximum lot coverage	100%	100%		60%	60%	60%
Maximum floor area ratio	3.0	2.0		0.8	1.0	1.0
Maximum building height	40' or 3 stories	35' or 2 stories	40' or 3 stories	35' or 2 stories	35' or 2 stories	35' or 2 stories
Minimum space between buildings	-	-	20'	-	-	-
Minimum building height	25'	25''	2 stories	-	-	-
Minimum first floor ceiling height.	12'	12'		-	-	-
Provision of open space						
• Public open space per 1,000 s.f. of building	-	-	100 s.f.	-	-	-
• Public open space/res. unit	-	-	150 s.f.	-	-	-
• Private open space/res. unit	-	-	60 s.f.	-	-	-

Note to Table: Larger setbacks may be required based on special requirements listed in Chapter 18.08, surrounding development, or building code regulations.

**Section 18.05.050 PUD Permit Provisions**

**A. PUD Permit Provision for the O-R (Office/Multi Family) District**

A PUD Permit may be granted to modify provisions of O-R (Office/Multi Family) Districts in a manner that conserves the existing built environment and livability for residents as the neighborhoods change from residential to office or mixed use.

- Parking may be reduced for the conversion of an existing house to office use, as long as the house is not expanded, and the parking is maximized to the extent possible, while also retaining the appearance and feel of a residential property (e.g. parking in the residential driveway, including tandem parking, and/or parking to the rear of the building). Reductions shall not be allowed if parking other than the driveway is provided in the front or street side yard.

2. Mixed residential and office use or conversion from single family to multiple family use may be allowed within a pre-existing residential structure without requiring the residential use be above a conforming office use.
3. Underlying District site development standards and parking standards may be reduced or waived for properties that meet criteria for historic designation in the National or State Registers, or as historic conservation sites based on General Plan criteria. District requirements, may be modified with the following provisions:
  - a. A historic report shall be prepared identifying the design, materials, and site features that generally meet the criteria in National Register Bulletin 15, How to Apply the National Register Criteria for Evaluation.
  - b. The PUD permit shall include a plan for preservation of the identified historic design, materials, and site features, and the project shall implement the plan.

**B. PUD Permit Provisions for the DTC (Downtown Commercial Downtown Core) District**

A PUD Permit may be granted to modify provisions of the DT-C (Downtown Commercial Downtown Core) District to allow residential development that supports downtown business.

1. First floor residential uses may be allowed on properties which do not have frontage other than a driveway on a street and do not have the potential to be used for pedestrian oriented buildings or uses.
2. Residential densities may exceed those allowed in the General Plan for a project providing senior housing.
3. For sites which have pedestrian oriented buildings and mixed residential and commercial use, a portion of the residential development may be placed on the first floor to the rear of the building, as long as the square footage of residential use does not exceed 50% of the commercial use on the first floor, and the residential use is not fronting on the sidewalk.

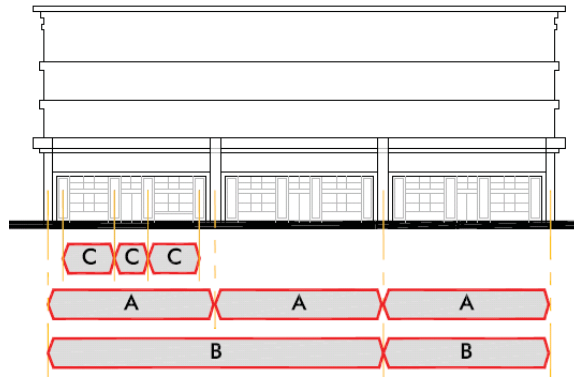
**Section 18.05.060 Commercial District Design Requirements**

**A. Downtown Core DTC Zone Design Standards**

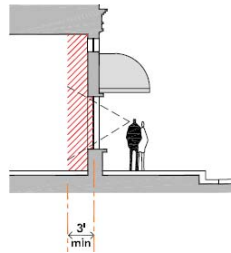
- The intent of the DTC District is to encourage retail storefront design at the street level, so that pedestrian oriented retail uses and similar activity generating uses can locate in the DTC zone without the need for a storefront redesign.
- The design model for the DTC District is buildings with 2-3 story height, with the first floor designed for pedestrian oriented retail and activity generating uses and upper stories available for residential, office, or commercial use. Upper floors will generally be differentiated from first floor designs.

**City of Cloverdale Zoning Code**

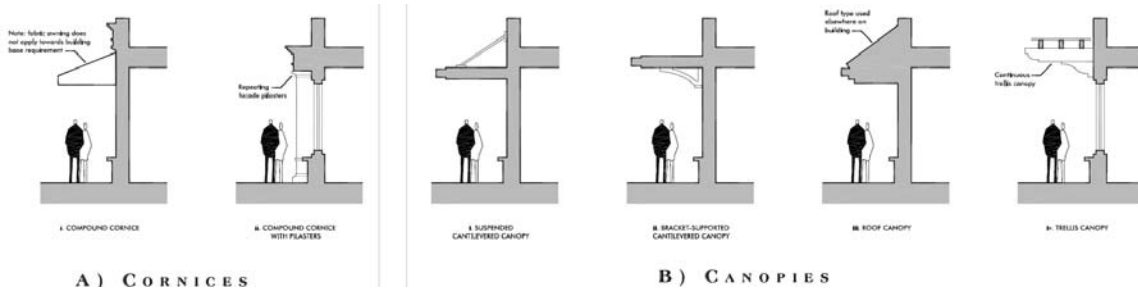
- The first floor pedestrian oriented retail design is required, even if the proposed use is non-retail.
- The street and sidewalk design standard for the DTC District is the new Cloverdale Boulevard improvements on Cloverdale Boulevard and the new First Street on First Street.
- Building street frontages shall be pedestrian oriented design as defined (building faces flush with back of sidewalk, display windows which allow visibility to the interior of the store, recessed store entrances, provision for entrances at less than 25 feet foot intervals,
- Maximum storefront Design Increment (A) = 50 feet. Maximum Articulation Increment (C) = 25 feet. Tenant increment (B) is specified in land use provisions.



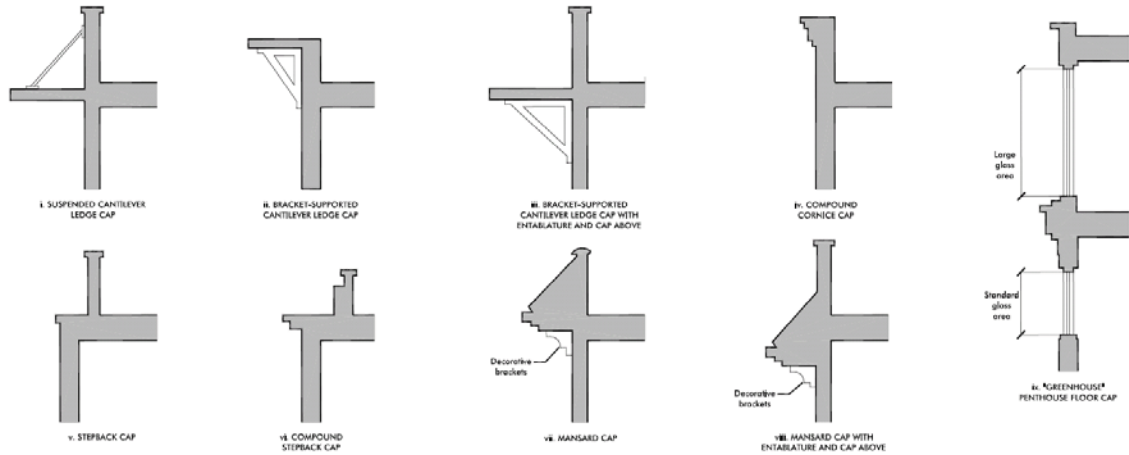
- There shall be 3' of unobstructed view through first floor storefront windows.



- All entrances shall be inset or recessed so that doors can open without encroaching into the sidewalk right of way.
- A structural articulation element (e.g. an intermediate cornice or canopy) is required between the first and second floor. A fabric awning does not satisfy this requirement.

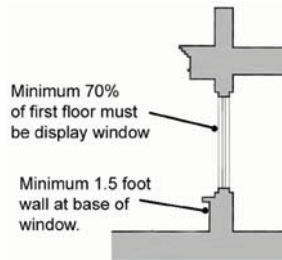


- A visible building cap is required at the top of each building wall, except where prohibited by fire codes.



C) BUILDING CAPS

- Buildings should be designed for pedestrian-oriented retail use at the sidewalk level. First Floor windows shall occupy at least 70% of the first floor street front elevation and shall have a minimum 1.5 foot wall section at the base of each storefront window.



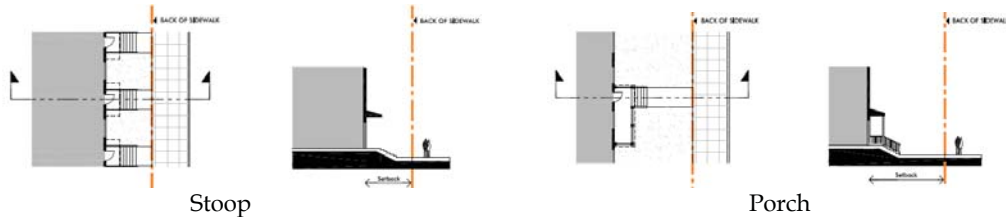
- All four sides of a building shall be designed with equivalent architectural elements as the building front, unless the elevations are not visible (e.g. flush with an adjoining building).
- A distinctive corner treatment may be used to emphasize the corner of a building in special locations such as gateways and other places of significance. This treatment differentiates the corner of the building primarily through vertical massing and through articulation with elements such as a corner tower, façade projections/recessions, balconies, roof articulation, and changing repetitive façade elements.
- In general, windows shall be recessed into the wall plane four inches or more.
- Residential balconies shall not face a street frontage or be visible from public streets or walkways.
- Chain link fencing is not allowed in the DTC District.
- Historic design standards apply in the DTC District.

**B. DTS (Downtown Support) Design Standards**

- The design model for the DT Support district is to allow flexible design, appropriate to a downtown location, and providing for a wide variety of office, entertainment, residential, lodging, and commercial uses.
- With the exception of the pedestrian-oriented commercial frontages (e.g. display windows and frequent entrances), all standards of the DTC (Downtown Core) District will apply to the DTS District.

**C. TOD Core Design Standards**

- The design model for the TOD core is buildings with front entrances facing a street and with parking to the rear. The goal is to create a walkable neighborhood to encourage walking between buildings, to the downtown, to public transit, and to the passenger rail station. In general, the buildings will have the appearance of row housing or grand single family houses (but with multiple living or working spaces). The space in the residential appearing buildings may be used for live-work, office, lodging, or limited commercial, and small scale public use as well as residential use. Large-scale public uses may use an alternate design, appropriate to public purposes but also complements the residential design model.
- Front access to individual units shall be by a stoop or porch. Access to public buildings shall create a distinctive entrance feature that welcomes the public into the building. Entrances shall not be flat against the building front without a substantial architectural feature to distinguish the entrance.



- Streets should be designed in a grid pattern with short blocks to provide safe walking and bike circulation. Street frontages should have comfortable sidewalks, trees in planter strips or tree grates, and pedestrian-scale street lights.
- Buildings should be located close together and should have architectural variety (windows, materials, projections) on the ground floor to create visual interest to pedestrians.
- Parking should be to the rear of buildings and not between the public right-of-way and the functional front or side of the building. Private roads that function as through streets are considered as public right-of-way for this purpose.
- Access driveways should be shared between buildings or facilities to limit the number of curb cuts that would cross public sidewalks and cause conflicts with pedestrians.
- Shared parking between residential and non-residential use is encouraged.
- Chain link fencing is not allowed in the TOD District.

**D. Office-Residential design standards.**



- The O-R District provides a transition between the older residential areas surrounding the downtown and the pedestrian-oriented downtown businesses.
- The design model for the O-R District is to conserve the existing residential style buildings, including design, size, scale, and neighborhood continuity created by existing (pre-2009) single family housing, while allowing both single family and downtown serving office uses to occupy the structures.
- A PUD Permit may be granted with flexible land use, parking, setback, and mixed use standards in order to maintain neighborhood design and character (see PUD Permit standards).
- Preservation of existing residential structural types is preferred to demolition and construction of new buildings. If new construction is proposed, design shall be based entirely on conserving of the residential neighborhood design character of the area, including form, color, height, materials, window designs, type of front door access, and yard characteristics of surrounding older houses and buildings. The area between the building and the street shall not be used for parking in new construction.
- Chain link fencing is not allowed in the O-R District.
- Historic design provisions shall apply in the O-R District.

**E. See Section 18.04 for design standards along Cloverdale Boulevard**

**F. Commercial Land Use Standards**

The following standards shall apply to development in all commercial districts, except as otherwise provided for in this ordinance:

1. All indoor uses shall be conducted within a completely enclosed structure unless outdoor use is allowed in the land use table.18-05-030A.
2. There shall be no visible storage of motor vehicles (except display areas for sale or rent of motor vehicles), trailers, airplanes, boats, recreational vehicles, or their composite parts; loose rubbish, garbage, junk, or their receptacles; tents, equipment; or building materials in any portion of a lot. No storage shall occur on any vacant parcel. Building materials for use on the same premises may be stored on the parcel during the time that a valid building permit is in effect for construction.
3. All roof-mounted air conditioning or heating equipment, vents or ducts shall not be visible for any abutting lot, or any public street or right-of-way. This shall be accomplished through the extension of the main structure or roof or screened in a manner which is architecturally integrated with the main structure(s).
4. Every parcel with a structure shall have a trash receptacle on the premises. The receptacle(s) shall be screened from public view on at least three sides by a solid wall or fence and on the fourth side by a solid gate.
5. Elevations of all structures shall be architecturally treated to ensure compatibility with high quality neighboring structures.

6. The creation of new lots within commercial districts following the date of the adoption of this Title shall conform to the minimum dimensions, except in the case of condominium lots or individual lots within a shopping center, in which case no minimums are established except at the boundary of the shopping center or commercial development. Parcels created within shopping centers are exempt from the site development standards stated herein, as they relate to minimum site areas, and minimum lot width and depth, as long as the following conditions are met:
  - a. A conceptual development plan for the entire center has been developed and approved pursuant to this Title;
  - b. Appropriate easements for reciprocal access, parking and maintenance are recorded; and
  - c. All applicable setbacks adjacent to the exterior boundaries of the shopping center or commercial development are met.

# 9. LIST OF DOCUMENT EXHIBITS BY TITLE AND PAGE NUMBER

Prepared by  
**FREEDMAN TUNG & SASAKI**



## **History**

Exhibit H.1. Cloverdale: The Center of the Orange District of Sonoma County (1890's)  
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Exhibit H.2. Wine Grapes have been a major agricultural product of the region since the 1890's  
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Exhibit H.3. Cloverdale Blvd. Before Streetscape Improvements  
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Exhibit H.4. Cloverdale Bypass Flyer  
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Exhibit H.5. 1990's Streetscape Improvements (Cloverdale Blvd. Improvements & First St. Improvements)  
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Exhibit H.6. Existing housing close to Downtown  
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## **Book I**

Exhibit 1.1. Study Area for Station Area Plan  
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Exhibit 1.2. SMART Passenger Rail Corridor  
Page 13

Exhibit 1.3. Revitalization Strategy  
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Exhibit 1.4. Events and activities reflecting Cloverdale's close knit community  
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Exhibit 1.5. Broad Brush District Strategy  
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Exhibit 1.6. Composition of Cloverdale's Housing Stock, 2009  
Page 16

Exhibit 1.7. The Cloverdale Depot  
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Exhibit 1.8. Cloverdale's Commercial Centers  
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Exhibit 1.10. Cloverdale Blvd': Before & After Streetscape Improvements  
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Exhibit 1.11. Existing buildings, examples that can house downtown support services  
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Exhibit 1.12. Creating Active Pedestrian Environments  
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Exhibit 1.13. Revitalization Strategy: Anchor the north and south ends of the Downtown Core (asterisks)  
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Exhibit 1.14. Downtown Civic Center Anchor (City Hall & Cloverdale Plaza)  
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Exhibit 1.15. Potential Envisioned Downtown Core Anchor at Cloverdale Blvd. and Citrus Fair Dr.  
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Exhibit 1.16. Cloverdale Greenway: An attractive, safe and convenient connection between Downtown and Cloverdale Depot  
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Exhibit 1.17. Conceptual "Cloverdale Greenway" Design  
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Exhibit 1.18. Existing Freeway Signage: Mendocino Coast Travelers Bypass Cloverdale  
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Exhibit 1.19. Proposed Freeway Signage: Direct Mendocino Coast Travelers to Downtown Cloverdale  
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## **Book II**

Exhibit 2.1. Station Area Plan District Structure  
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Exhibit 2.2. Unobstructed View Zone  
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Exhibit 2.3. Pedestrian Oriented Shopfront Glazing Requirement  
Page 31

Exhibit 2.4. Storefront Increments  
Page 31

Exhibit 2.5. Examples of Base Articulation Elements  
Page 32

Exhibit 2.6. Examples of Building Cap Articulation Elements  
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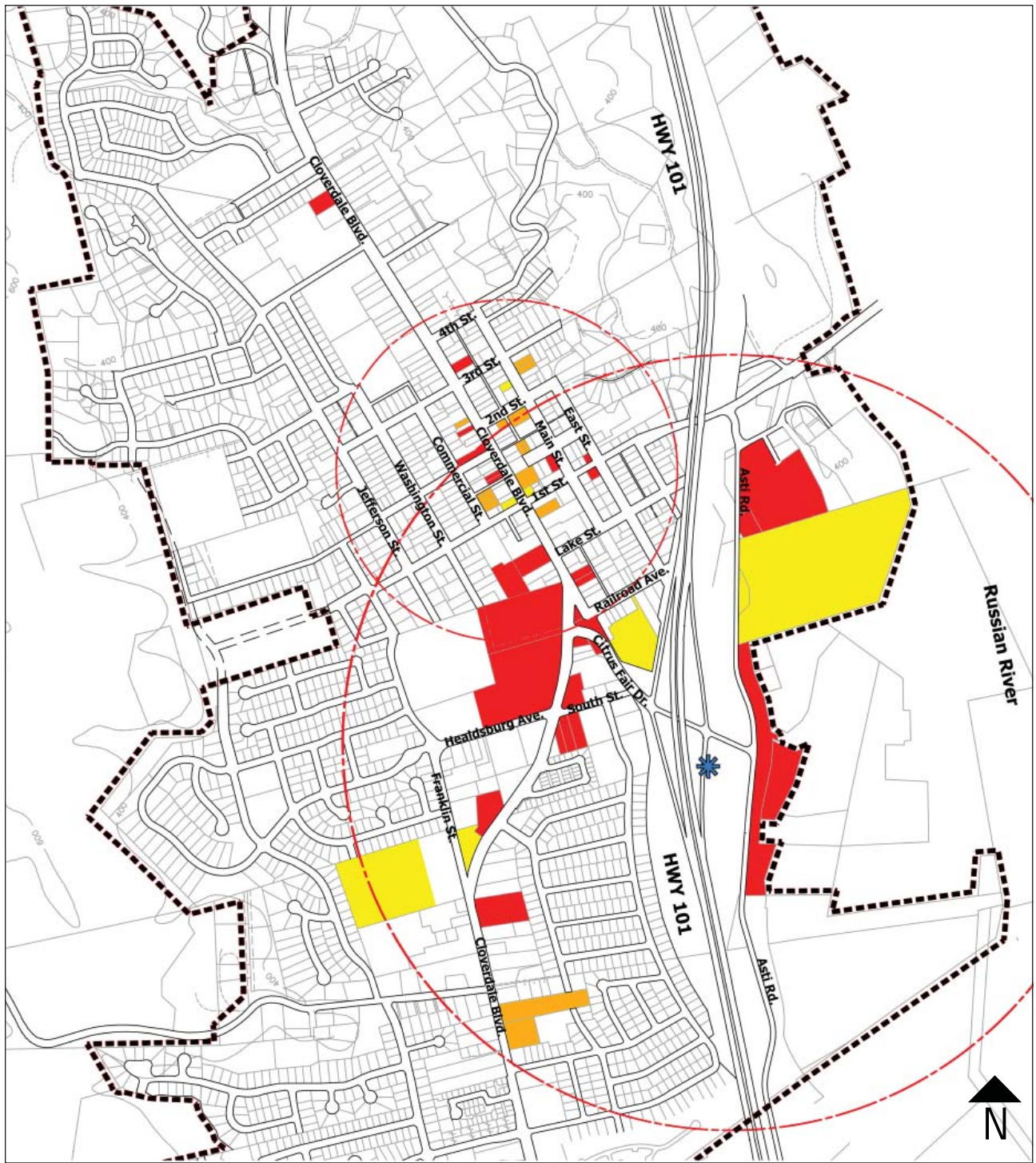
Exhibit 2.7. Example of Stoop and Porch Entry Types  
Page 36

# 10. OPPORTUNITY SITES

Prepared by  
**FREEDMAN TUNG & SASAKI**







**Opportunity Sites**

- Short-Term
- Mid-Term
- Long-Term

**Best Current Opportunities:**

Large assembled properties at the Cloverdale Blvd./Citrus Fair Drive; some at Asti Road across from Sattion.

**Longer Term Opportunities:**

Distributed throughout the Downtown Core.



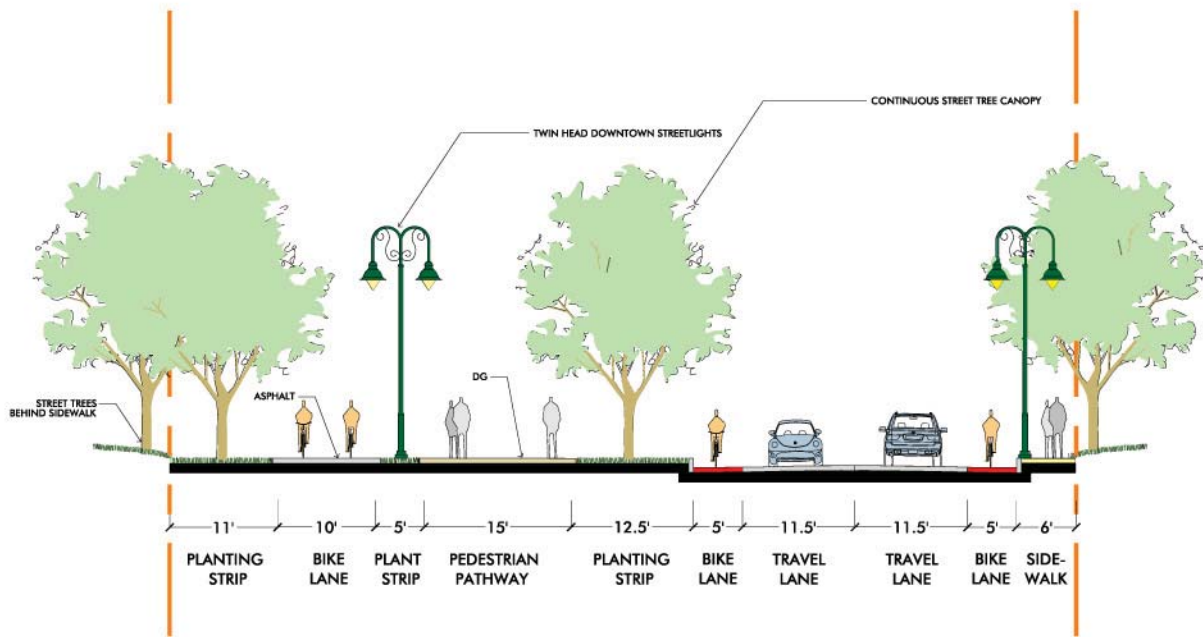
# 11. STATION ACCESS AND CONNECTIVITY

Prepared by  
**CITY OF CLOVERDALE &  
FREEDMAN TUNG & SASAKI**

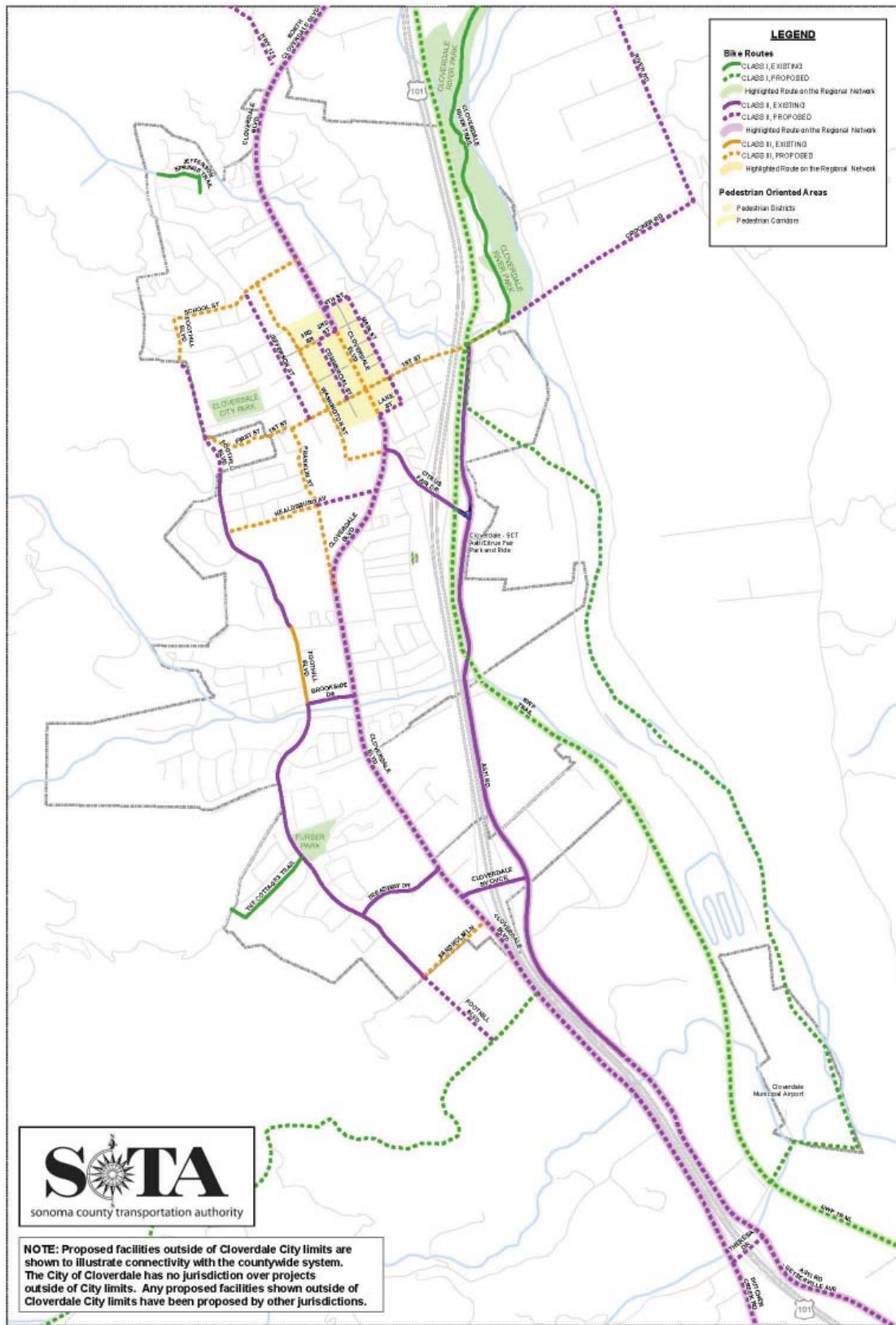




**Cloverdale Greenway: An attractive, safe and convenient connection between  
Downtown and Cloverdale Depot**



Conceptual “Cloverdale Greenway” design



**LEGEND**

**Bike Routes**

- CLASS I, EXISTING
- CLASS I, PROPOSED
- Highlighted Route on the Regional Network
- CLASS II, EXISTING
- CLASS II, PROPOSED
- Highlighted Route on the Regional Network

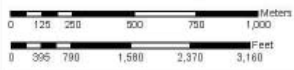
**Pedestrian Oriented Areas**

- Pedestrian Districts
- Pedestrian Corridors



**NOTE:** Proposed facilities outside of Cloverdale City limits are shown to illustrate connectivity with the countywide system. The City of Cloverdale has no jurisdiction over projects outside of City limits. Any proposed facilities shown outside of Cloverdale City limits have been proposed by other jurisdictions.

**CITY OF CLOVERDALE AND VICINITY**  
 PROPOSED AND EXISTING BICYCLE AND PEDESTRIAN FACILITIES SONOMA COUNTY, CALIFORNIA



Author: Sonoma County Transportation Authority  
 Date: April 20, 2008  
 Revised: January 29, 2009  
 Projection & Coordinate System: CA State Plane, Zone 11, NAD 83, US Survey Feet, Lambert Conformal Conic Projection  
 Project Source: scta\GIS\CTA Modeling Program\PROJECTS\biemap\dwtrans\sp\dist\cloverdale\_update.mxd  
 Sources: SCTA Countywide Bicycle and Pedestrian Advisory Committee, Sonoma County GIS, City of Cloverdale

This map is for illustrative purposes only, and though care has been taken to ensure that data is accurate, maps and represented data are provided without warranty of any kind.





# 12. MATRIX OF FUNDING SOURCES

Prepared by  
**CITY OF CLOVERDALE  
& SIEFEL CONSULTING**



Exhibit 1  
Summary of Potential Funding Sources and Uses  
Community Development Agency of the City of Cloverdale

	<b>Opportunity Site Investment</b>	<b>Economic Development</b>	<b>Public Infrastructure</b>	<b>Community Facilities</b>	<b>Affordable Housing</b>
Redevelopment Tax Increment	X	X	X	X	X
Development Impact Fees			X	X	
General Fund Revenues	X	X	X	X	
Assessment Districts	X		X		
Mello Roos Community Facilities Districts (CFD)	X		X	X	
Business Improvement Districts (BID)		X	X	X	
SAFETEA - Surface Transportation Program (STP)			X		
SAFETEA - Congestion Mitigation and Air Quality Improvement Program (CMAQ)			X		
SAFETEA - Transportation and Community and System Preservation Program (TCSP)			X		
State Transportation Improvement Program (STIP)			X		
Transportation Development Act (TDA)			X		
Fuel Tax			X		
Rule 20 Program			X		
Public Works Grants			X		
Infrastructure State Revolving Fund (ISRF)			X		
Community Development Block Grants (CDBG)		X	X		X
Community Development Block Grants (CDBG) Section 108 Loan Guarantees	X				X
HOME Investment Partnerships Program (HOME)					X
Brownfield Economic Development Initiative (BEDI)	X				
Brownfields Cleanup Revolving Loan Fund (BCRLF)	X				
Small Business Administration (SBA)		X			
Infill Infrastructure Grant Program (IIG)	X		X		X
Transit-Oriented Development (TOD)	X		X		X
Low Income Housing Tax Credits (LIHTC)					X
Neighborhood Stabilization Program (NSP)					X

Source: Seifel Consulting Inc



# 13. AFFORDABLE HOUSING POLICIES AND IMPLEMENTATION PLAN

Prepared by  
**CITY OF CLOVERDALE**



The 2009 Cloverdale Housing Element update contains a comprehensive housing program, which was developed to implement recommendations of the 2002 Housing Element. At the heart of the housing program is the intent to maintain approximately 10% of the City's housing stock as permanent affordable housing by preserving existing affordable housing units and by construction of new affordable housing – and with a balance of very low, low, and moderate income households, owner and renter households, and family and senior housing.

Even though the City has identified adequate sites to meet the required fair share, it is anticipated that most of the affordable housing in the 2009 Housing Element period will be directly built with, or with support of City funding.

The Housing Element is intended to coordinate with the City's economic development programs by encouraging housing for people who work in Cloverdale businesses and to coordinate with the City's greenhouse gas reduction goals by reducing in-commute by people who are employed in Cloverdale.

A primary intent of the Housing Element is to provide a range of opportunities so that children leaving home do not have to leave Cloverdale because of housing costs; that parents and grandparents can move to Cloverdale to join their families; and that households can progress from lower cost to market rate housing within the City; and that special needs households are incorporated into the community.

[note. The Station Area Plan and Rezoning to Conform revise the G-C zoning on the south opportunity sites to Transit Oriented Development. This change continues to allow mixed-use development but favors the affordable housing component to support both the downtown and the SMART station. Because the G-C zoning was the primary source of large sites for new affordable housing, this change increases opportunity sites for market rate and affordable housing on the south opportunity sites.]

## **HOUSING GOALS**

- Goal H-1** Conserve and improve the existing housing stock to provide adequate, safe, and decent housing for all Cloverdale residents.
- Goal H-2** Provide housing for all economic segments of the community.
- Goal H-3** Expand affordable housing opportunities for persons with special housing needs such as the elderly, households with very low to moderate incomes, and first time homebuyers.
- Goal H-4** Promote housing opportunities for all persons regardless of race, gender, age, sexual orientation, marital status or national origin.
- Goal H-5** Ensure public participation in the development of the City's housing policies.
- Goal H-6** Promote effective and efficient land use in meeting housing needs, including consideration of conservation of energy and natural resources, and green building technologies.

**HOUSING GOALS, PROGRAMS, AND IMPLEMENTATION PROGRAMS**

**Goal H-1** Conserve and improve the existing housing supply to provide adequate, safe, and decent housing for all Cloverdale residents.

Policy H-1.1 Housing Rehabilitation: Facilitate the rehabilitation and preservation of existing housing in Cloverdale.

IP-1.1.1 Rehabilitation/Preservation Program: Continue coordination with the Sonoma County Housing Rehabilitation Program providing low interest loans for the rehabilitation of homes and mobile homes owned or occupied by very-low to moderate-income households. Facilitate citizen awareness of the rehabilitation loan program by a) making pamphlets on this program available at City Hall and at the public library; b) contacting neighborhood groups in older residential areas with this information; and c) continuing building code enforcement in cooperation with the Building Department.

Responsibility: Planning Department

Financing: Program is funded by CDBG grants.

Scheduling: On-going

IP-1.1.2 Target Areas: Identify target areas where housing rehabilitation is most needed based upon the 2008 survey of housing conditions and direct publicity for the joint County/City rehabilitation program to those areas.

Responsibility: Planning Department

Financing: City

Scheduling: Identify target areas and direct publicity to those areas starting July 2009 to anticipate September 2009 CDBG funding availability. (On-going in subsequent years).

IP-1.1.3 Capital Improvement Program: Provide for annual review by the Planning Commission and City Council of the City's Capital Improvement Program (CIP) to determine what special priorities are needed for capital improvement projects required to maintain the community's older residential neighborhoods. Review of the CIP shall also include verification that areas needing improvement are scheduled for funding to address these needs at a specific time in the future.

Responsibility: Planning and Public Works Departments

Financing: City



	Scheduling:	Annually as an ongoing program
Policy H-1.2	<u>Mobile Home Parks:</u> Encourage the preservation and maintenance of the community's mobile home parks.	
	<i>(There are three mobile home parks in Cloverdale providing 162 units. These mobile home parks provide affordable housing, particularly for senior citizens.)</i>	
IP-1.2.1	<u>Mobile Home Park Maintenance:</u> Include mobile home parks in the housing rehabilitation programs specified in IP-1.1.1. Ensure that funds obtained for this purpose include provisions for mobile home park residents, including an Earthquake Reinforced Bracing System (ERBS) for mobile homes and other residential units to help stabilize the dwelling during an earthquake.	
	Responsibility:	Planning Department
	Financing:	Program is funded by CDBG Grants
	Scheduling:	Ongoing
Policy H-1.3	<u>Preserve at risk affordable housing.</u> To the maximum extent possible, retain permanent or long-term affordability for existing affordable owner and rental units at risk of conversion to market rate housing. (Note that policy applies to housing with guaranteed affordability by City or other government programs.)	
IP-1.3.1	<u>Preservation of affordable housing:</u> Retain affordability of existing affordable housing. Provide permanent affordability for owner units using the Housing Land Trust. Provide permanent or a minimum 55 year affordability for rental units by direct City funding or by financially support state and federal programs that require a minimum 55 year affordability guarantee.	
	Responsibility:	Planning Department and Housing Land Trust
	Financing:	Redevelopment set-aside funds, inclusionary housing funds, state and federal housing programs.
	Scheduling:	On-going
IP-1.3.2	<u>Funding:</u> To the maximum extent possible, leverage City funds 10:1 in preservation projects (\$1 in City spending provides \$10 in total housing benefit).	
	Responsibility:	Planning Department
	Financing:	City
	Scheduling:	On-going

Policy H-1.4      Water and Sewer Services: Consistent with State Law, first priority for water and sewer hook-ups shall be given to developments that help meet the community's share of the regional need for lower-income housing.

IP-1.4.1            Urban water management plans shall include projected water use for single-family and multifamily housing needed for lower-income households.

Responsibility:            Planning Department

Financing:                City

Scheduling:               On-going

**Goal H-2**        Provide housing for all economic segments of the community.

Policy H-2.1        Regional Housing Needs: Ensure that adequate residentially designated land is available to accommodate the City's share of the Regional Housing Need.

IP-2.1.1            Infill Development. Wherever appropriate, the City shall grant flexibility to allow development on infill parcels using the tools currently provided within the Zoning Ordinance (PUD permits, density bonus, second residential unit ordinance) where adopted development standards would preclude development feasibility. This program can be applied on a case-by-case basis in tandem with required discretionary review permits. Continue to provide copies of the inventory of vacant and underdeveloped land (Appendices B and C) for public distribution.

Responsibility:            Planning Department

Financing:                City

Scheduling:               The City adopted the PUD Ordinance in 2008 and has utilized density bonus provisions on an on-going basis. This will continue. An inventory of sites is currently available and will continue to be updated and available.

Policy H-2.2        Mixed Use: Encourage the development of residential uses in commercial areas where the viability of the commercial activities would not be adversely affected.

IP-2.2.1            Mixed Use in the Commercial Districts: Maintain existing zoning which allows a maximum density of 20 units per acre above the ground floor and to the rear of a permitted commercial use in the O-R, D-C, G-C, S-C and C-R zoning districts. Allow ground floor residential uses subject to a Conditional Use Permit if the findings can be made that the residential use does not detract from the

primary commercial use of the property or interrupt the continuity of business use in a commercial area.

Responsibility: Planning Department

Financing: City

Scheduling: On-going

IP 2.2.2

Residential Uses in General Commercial Districts: Revise Section 18.05.020, Intents, of the Zoning Code, to indicate that residential uses are not discouraged in the General Commercial district and to delete the reference to the Highway Commercial district as this classification has been deleted from the General Plan as part of the GP Update process.

Responsibility: Planning Department

Financing: City

Scheduling: 2010

Policy H-2.3

Inclusionary Housing: Revise existing inclusionary housing program.

IP-2.3.1

Inclusionary Housing Ordinance: Revise the Inclusionary Housing Ordinance requiring below-market rate housing to be included as part of residential projects as follows:

- 1) 15 percent of the units in a rental housing project of five or more units shall be affordable to very low and low-income households, with low income defined as 70% of AMI.
- 2) 15 percent of the units in a for-sale project of five or more units shall be affordable to very low to moderate-income households, with moderate income defined as 100% of AMI. Inclusionary units shall be built on site and generally equivalent in appearance to market rate units in the project with respect to number of bedrooms, exterior appearance, and exterior finish; however, alternative unit types, such as duets in a single family area, may be used if equivalent appearance standards are met.
- 3) Payment of an in-lieu fee for ownership units may be acceptable for projects less than 15 units or projects in hillside or estate areas. In-lieu fees shall be the 15% of the difference in price between a qualified affordable unit and the market price of each individual unit. If the calculated or offered in-lieu fee is less than \$15,000, on site unit shall be required, rather than a fee paid.
- 4) The amount of in-lieu fees shall be established by a resolution of the City Council and shall be updated by the Planning Commission annually, based on the Sonoma County

Community Development Commission affordable housing and rent limits and utility allowances.

Responsibility: Planning Department

Financing: City

Scheduling: Complete Zoning Ordinance revisions, June 2010

IP-2.3.2 Standards for Inclusionary Units: Adopt the following minimum standards for inclusionary housing units:

- i) the exterior appearance of inclusionary units shall not be different than for other units in the housing development of which they are a part; and
- ii) inclusionary units shall be dispersed or distributed throughout the development rather than being concentrated in one portion of the development.

Responsibility: Planning Department

Financing: City

Scheduling: Complete Zoning Ordinance revisions, June 2010

IP-2.3.3 Administration of the Inclusionary Housing Program: Revise the Inclusionary Housing Ordinance setting out income guidelines, in-lieu fees, purchase or rent levels, annual per unit compliance monitoring fees, and measures to assure a life-of-project affordability of inclusionary units.

Responsibility: Planning Department

Financing: City

Scheduling: Complete Zoning Ordinance revisions, June 2010

Policy H-2.4 Large Scale Commercial and Office Projects: Consider the impacts on housing demand of large-scale commercial and office projects.

IP-2.4.1 Housing Impacts of Employment-Generating Uses: Identify housing impacts of new commercial, office and industrial development that will generate a significant amount of housing demand as part of the development review process and consider requirement of the appropriate mitigating measures as listed in Program IP-2.5.2.

Responsibility: Planning Department

Financing: City

	Scheduling:	Ongoing
IP-2.4.2	<u>Housing Impact Fee:</u>	Consider adopting a housing impact fee if a nexus can be established requiring the developer of large commercial and industrial projects to construct the needed housing on site or in another appropriately zoned location near the place of employment and/or pay a housing impact fee.
	Responsibility:	Planning Department
	Financing:	City
	Scheduling:	June 2010
Policy H-2.5	<u>Second Dwelling Units:</u>	Continue to facilitate the construction of second dwelling units.
IP-2.5.1	<u>Second Dwelling Unit Design:</u>	Revise the Second Dwelling Unit Ordinance (Zoning Ordinance § 18.08.160) as follows:
	i)	allow second dwelling units in all residential zoning districts with ; a plot plan and design review, using state law as a basis for the ordinance revisions.
	ii)	utilize second units in the R-2 district as a way to allow two independent units and also conserve neighborhood character.
	iii)	eliminate the requirement that second dwelling units be located at least 20 feet from the primary residence;
	iv)	allow separate utility meters for second dwelling units in multi-family districts.
	Responsibility:	Planning Department
	Financing:	City
	Scheduling:	Complete Zoning Ordinance revisions, 2009 (in process).
Policy H-2.6	<u>Manufactured Housing:</u>	Allow placement of manufactured housing units on permanent foundations in residential zoning districts.
IP-2.6.1	<u>Manufactured Housing:</u>	Amend the Zoning Ordinance definition of a single family house to include manufactured houses and consider deleting Municipal Code Section 15.24.
	Responsibility:	Planning Department
	Financing:	City

Scheduling: Complete Zoning Ordinance revisions, June 2010

Policy H-2.7 Regulatory Changes to Facilitate Housing: Consider amendments to the General Plan and Zoning Ordinance that would facilitate housing construction.

IP-2.7.1 Zoning Ordinance Revisions: Adopt the following:

Revise Zoning Ordinance Table 18.04.040-A to allow Senior Independent Living Uses in the R-CT and R-3 zoning districts without a Conditional Use Permit. Plot Plan and/or Design Review approval would be required. Add a definition of Senior Independent Living Uses to Zoning Ordinance §18.11.

Responsibility: Planning Department

Financing: City

Scheduling: Complete revisions to Zoning Ordinance, June 2010

Policy H-2.8 Infill Housing: Encourage housing development on existing infill sites in order to efficiently utilize existing infrastructure. (Refer to Programs IP-2.2.1, 2.5.1, 2.6.1 and 2.7.1

Policy H-2.9 Redevelopment Agency: Utilize Redevelopment Agency funds to implement housing programs, particularly those affordable by very-low to moderate-income households.

IP-2.9.1 Redevelopment Funds: Continue to use the 20 percent Housing Set Aside Funds to develop affordable housing and conserve and rehabilitate existing housing.

Responsibility: Redevelopment Agency

Financing: City

Scheduling: Ongoing.

Policy H-2.10 Remove regulatory constraints to facilitate the development of housing affordable to lower- and moderate-income households:

IP-2.10.1 To ensure parking requirements for multifamily units do not constrain development, the City will amend its Zoning Ordinance to remove the requirement to cover the second parking space. In addition, the City will facilitate and encourage shared parking and allow both on-site and/or off-site provision of required spaces. The City has a positive track record (such as with the approved Thyme Square project) in using shared parking for high-density housing

projects and nearly all the City's opportunity sites have access to shared parking.

Responsibility: Planning Department

Financing: City

Scheduling: Complete revisions to Zoning Ordinance, June 2010

IP-2.10.2 To ensure the provision of a variety of housing types for all income levels throughout the City, the Zoning Ordinance will be amended to remove the CUP for multi-family uses in R-2, R-CT and R-3 districts.

Responsibility: Planning Department

Financing: City

Scheduling: Complete revisions to Zoning Ordinance, June 2010

IP-2.10.3 The City currently defines family as "an individual, or two or more persons related by blood, marriage or adoption; or a group of unrelated persons which, if it numbers five or more persons, must be living together as a group in a dwelling unit, using common cooking facilities, and as a group bear the generic character of a family as a relatively permanent household". For the purposes of ensuring there are no constraints to housing for persons with disabilities, the state has established that 6 persons be the threshold by which a single-family dwelling or group quarters situation is defined. Therefore, the City will amend the language of its family definition in the Zoning Ordinance to include a threshold of "more than 6 persons," rather than "five or more persons".

Responsibility: Planning Department

Financing: City

Scheduling: Complete revisions to Zoning Ordinance, June 2010

**Goal H-3** Expand affordable housing opportunities for persons with special housing needs such as the elderly, the disabled, households with very- low to moderate incomes, and first time home buyers.

Policy H-3.1 Available Funding Sources: Utilize County, State and federal programs and other funding sources that provide housing opportunities for low- and moderate-income households.

IP-3.1.1 Funding Sources: Apply for housing funds, as appropriate. Examples of available housing funds are listed below:

- Rural Development Loan Program financed by the State Department of Housing and Community Development (HCD).
- Community Development Block Grant (CDBG) funds.
- Proposition 1A School Facility Fee Reimbursement Program financed by the California Housing Finance Agency (CHFA) provides reimbursement for school impact fees for rental housing developers who provide rental housing affordable by very-low income households.
- Mortgage Credit Certificate Program provides assistance to first-time lower income households. This program is administered for the City by the County of Sonoma and cities in the County.
- Mortgage Revenue Bond Program through the CHFA. The City can issue revenue bonds on behalf of affordable housing developers or work with developers to secure these bonds.
- Housing Enables by Local Partnerships Program (HELP) operated by the CHFA.
- The Low and No Downpayment Program sponsored by the California Housing Loan Insurance Fund (CALIF). Tax credit programs.
- HOME Programs.

The City will promote use of these funds by listing potential funding sources on its website and planning staff will inform housing developers of these funding possibilities.

Responsibility: Planning Department

Financing: City

Scheduling: CDBG Fund application by December 2009 and annually thereafter; other funding sources applied for in cooperation with housing developers at the time specific projects are reviewed by the Planning Department.

IP-3.1.2

Housing Fund: Maintain the City’s Housing Fund, with contributions collected from private and public sources, including the in-lieu inclusionary housing fees to implement and/or supplement the City's housing programs. Use the Housing Fund to make housing available to very low to moderate-income Cloverdale residents. The fund could be used to reduce the cost of land acquisition and construction for affordable and special needs housing, and to prevent and reduce homelessness.



Responsibility: Planning and Finance Departments  
 Financing: City and other sources listed above  
 Scheduling: On-going

IP-3.1.3 School Facility Reimbursement: Encourage developers of affordable housing to apply for the Proposition 1A School Facility Fee Reimbursement Program (SFFRP) financed by the California Housing Finance Agency. Consider making this a requirement for development receiving subsidies or density bonuses for lower income rental units.

Responsibility: Planning Department  
 Financing: City and housing developers utilizing tax-exempt revenue bonds  
 Scheduling: Ongoing

*(The SFFRP provides a reimbursement for school facility fees, taxes or assessments for rental housing developers who provide rental housing affordable by very low income households.)*

Policy H-3.2 Additional Senior Housing: Continue to allow senior housing projects to be developed with requirements less stringent than those specified in the Zoning Ordinance, where found to be consistent with maintaining the character of the surrounding neighborhood. Maintain a requirement for sidewalks for senior housing projects.

IP-3.2.1 Additional Housing for Senior Population: Continue to permit senior housing developments for persons aged 55 and over, with reduced parking and other requirements.

Responsibility: Planning Department  
 Financing: City  
 Scheduling: On-going

Policy H-3.3 House Sharing: Encourage and facilitate house sharing programs for seniors.

IP-3.3.1 Senior Shared Housing Programs: Contact Sonoma County's Community Development Commission and non-profit housing organizations to determine whether they would be interested in jointly implementing a Senior Shared Housing Program.

Responsibility: Planning Department  
 Financing: City to apply for available funding; non-profit organization to implement the program.

Scheduling: Establish interest in pursuing this program by August 2009

*(The City will contact Sonoma County's Community Development Commission and non-profit housing organizations, including those which provide services to seniors, and the local senior center to determine interest in pursuing a shared housing program.)*

Policy H-3.4 Large Families: Encourage housing for large families.

IP-34.1 Grant Funding: Continue to work with developers to apply for HCD HOME grants or CDBG grants specifically to accommodate large families.

Responsibility: Planning Department

Financing: City

Scheduling: On-going

Policy H-3.5 Housing for the Disabled: Continue to facilitate barrier-free housing in new development.

IP-3.5.1 Accessible Units for the Physically Disabled: Revise the Zoning Ordinance to require at least 10 percent of new residential projects and 20 percent of ground floor apartment and condominium units for residential projects 10 units or larger be accessible for physically disabled persons. Ensure that these units are barrier-free consistent with federal Americans with Disabilities Act (ADA) and State standards.

Responsibility: Planning Department

Financing: City

Scheduling: In-Progress, to be completed by June 2010

IP-3.5.2 Funding Accessibility Improvements: Consider subsidizing the construction of renovations and improvements that improve the accessibility to housing for seniors and persons with disabilities.

Responsibility: Planning Department

Financing: Redevelopment Housing Set Aside Funds, Inclusionary Housing In-Lieu fund, CDBG Funding.

Scheduling: Ongoing

IP-3.5.3 Reasonable Accommodation for Persons with Disabilities: Carry out a review of the City's land use and building regulations to identify constraints that may exist for the provision of housing for persons

with disabilities, and adopt measures to facilitate reasonable accommodations for persons with disabilities. Examine, for example, the cost of obtaining building permits for ADA related retrofit projects. Publicize revisions to land use regulations providing for reasonable accommodation for persons with disabilities.

Responsibility: Planning and Building Department

Financing: City

Scheduling: June 2010

Policy H-3.6 Emergency and Transitional Housing: Permit emergency and transitional housing facilities in Cloverdale.

IP-3.6.1 Emergency and Transitional Housing: Revise the Zoning Ordinance to permit an emergency and transitional housing facility as a permitted use in the G-C General Commercial zoning district. Currently, there is approximately .95 acres (21 properties total) of G-C zoned land available that is made up of a mix of developed and undeveloped sites. The City also recently purchased a 5.3 acre site zoned G-C that is available for development and could be a site for an emergency shelter. In addition, there are 30 developed G-C parcels throughout the City and by amending the Zoning Ordinance to allow emergency and transitional housing in the G-C zoning district any of these parcels would support re-use as a homeless shelter. Emergency shelters in the G-C shall only be subject to the same development and management standards that apply to other allowed uses in the zone. Require Design Review approval pursuant to Health and Safety Code § 50807. prior to issuance of a building permit.

Responsibility: Planning Department

Financing: City

Scheduling: Complete Zoning Ordinance revisions, June 2010

IP-3.6.2 Single Room Occupancy (SRO): Adopt a Single Room Occupancy Ordinance that establishes performance standards with regard to fencing, lighting and reduced parking requirements for extremely low income households and farmworker housing and revises Zoning Ordinance Table 18.04.040A Uses Permitted in Residential Districts, to allow SRO's in the R-CT and R-3 Zoning Districts.

Responsibility: Planning Department

Financing: City

Scheduling: Complete Zoning Ordinance revisions, June 2010

IP-3.6.3 Ongoing Estimates of the Demand for Emergency Housing: Continue to consult with the Cloverdale Police Department and homeless providers in the community to maintain ongoing estimates of the demand for emergency housing in the city.

Responsibility: Planning Department

Financing: City

Scheduling: Ongoing

IP-3.6.4 Inter-Agency Cooperation: Continue to work with private, County, and State agencies to provide emergency housing for the homeless.

Responsibility: Planning Department

Financing: City

Scheduling: Ongoing

IP-3.6.5 Revise the City's Zoning Ordinance to include definitions of emergency shelter, transitional housing, and supportive housing, and to allow transitional and supportive housing in all residential areas as required by State Law.

Responsibility: Planning Department

Financing: City

Scheduling: June 2010

IP-3.6.6 Revise the City's Zoning Ordinance to allow additional emergency shelters in the P-I zoning district with a use permit.

Responsibility: Planning Department

Financing: City

Scheduling: June 2010

Policy H-3.7 Farmworker Housing: Continue to promote the construction of farmworker housing.

IP-3.7.1 Farmworker Housing: While the City will pursue the integration of units for farmworkers throughout its housing stock (units for extremely low- and very low-income households), the City will also work with the County's farmworker housing program to promote the construction of farmworker housing in the community. The City will assist by partnering with the County to support applications for funding to the State's Joe Serna Jr. Farmworker Housing Grant Programs and Responsibility: Planning and Finance Departments

Financing: City

Scheduling: Annually meet with County representatives to discuss farmworker housing needs and plans for additional development if needed.

IP-3.7.2 Farmworker Housing: To ensure the City's Zoning Ordinance is compliant with Health & Safety Code Section 17021.5, language will be added to explicitly acknowledge that employee housing for farmworkers accommodating six or fewer workers shall be considered a residential use and shall not require any special approvals that are not required of a family dwelling of the same type in the same zone.

Responsibility: Planning Department

Financing: City

Scheduling: Complete Zoning Ordinance revisions, June 2010

**Goal H-4** Promote housing opportunities for all persons regardless of race, gender, age, sexual orientation, marital status or national origin.

Policy H-4.1 Equal Housing Opportunity: Continue to promote non-discrimination in housing in Cloverdale.

IP-4.1.1 Housing Discrimination: Promote equal housing opportunity by providing and distributing information regarding equal housing opportunity laws and the City's equal housing opportunities procedures to the public at City Hall, the public library, social service centers, public transit providers and on the City's website.

Responsibility: Planning Department

Financing: City

Scheduling: On-going

IP-4.1.2 Housing Discrimination Complaints: Establish a City procedure for investigating and appropriately handling housing discrimination complaints.

Responsibility: Planning Department

Financing: City

Scheduling: June 2010

IP-4.1.3 Nondiscrimination Clauses: Continue to provide nondiscrimination clauses in rental agreements and deed restrictions for housing constructed with City assistance.

Responsibility: Planning Department  
 Financing: City  
 Scheduling: Ongoing

**Goal H-5** Ensure public participation in the development of the City's housing policies.

Policy H-5.1 Public Participation: Continue to encourage and facilitate public participation in the formulation and review of the City's housing and development policies.

The Housing Element was prepared with an extensive public participation program to encourage the involvement of the entire community. A variety of methods were used to ensure all economic segments of the community were informed of the Housing Element revision, including press releases, advertisements in local newspapers, staff reports, Power Point slide presentations, informational handouts (in English and Spanish), on-line web information, provision of documents in public places such as the library, and a community workshop and Planning Commission workshop.

IP-5.1.1 Workshops: Continue to hold workshops and public hearings to discuss proposed revisions to the City's Housing Element.

Responsibility: Planning Department  
 Financing: City  
 Scheduling: Ongoing until adoption of the 2009 Housing Element

Policy H-5.2 Annual Review of Housing Element Implementation: Carry out an annual report of progress in implementing the Housing Element.

IP-5.2.1 Continue to prepare a Housing Annual Report: Prepare an annual report that describes the amount and type of housing constructed and housing-related activities for review by the Planning Commission and the City Council.

Responsibility: Planning Department  
 Financing: City  
 Scheduling: Annually (include with the annual review of the CIP by the Planning Commission and City Council)

The Annual Report would permit the City to audit the housing that has been built, the income levels served by that housing, and take measures needed to ensure the City housing goals are being achieved.

**Goal H-6** Promote effective and efficient land use when meeting housing needs, including consideration of conservation of energy and natural resources, and green building technologies.

Policy H-6.1 Energy Use and Conservation. Encourage the reduction of energy use and the conservation of natural resources in the development of housing through implementation of the State Energy Conservation Standards.

IP-6.1.1 Education and Information. Develop informational materials for dissemination to developers and project designers during the initial stages of project design and review. These materials shall include, but not be limited to, passive solar planning through subdivision, lot and structure orientation, protection of solar access, and application of passive and active energy saving features. The City shall also review its land use regulations and subdivision ordinance and where appropriate add provisions which promote and/or require energy conservation planning as a factor in project approval.

Responsibility: Planning Department  
Financing: City  
Scheduling: On-going

Policy H-6.2 Energy Efficiency Standards. Ensure that all new residential development meets or exceeds the standards contained in Title 24, Part 6 of the California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings), and encourage the retrofitting of existing development to improve energy and conservation.

IP-6.2.1 Green Building. The City should support Green Building standards which aim to support a sustainable community by incorporating green building measures into the design, constructions, and maintenance of new commercial and residential buildings. The City will also work with stakeholder to develop a list of incentives that will help developers meet mandatory green building standards. Responsibility: Planning Department

Financing: City  
Scheduling: Development list of incentives by October 2011; On-going

Policy H-6.3 Reduction of Vehicle Use. Establish a development pattern that helps reduce vehicle miles traveled and promotes transit ridership as well as pedestrian and bicycle access.

IP-6.3.1      Public Transit: Work with public transit providers and developers to encourage housing development located in close proximity to public transit facilities, as well as incorporation of pedestrian and bicycle access and networking in project design.

Responsibility:                      Planning Department

Financing:                              City

Scheduling:                            Ongoing

IP-6.3.2      Public Transit: Utilize City workforce housing preferences so that employees of Cloverdale businesses who live out of the City can move into Cloverdale and not need to commute in.

Responsibility:                      Planning Department

Financing:                              City

Scheduling:                            Ongoing

Policy H-6.4      Regional Housing Need. Ensure that sufficient land is available to accommodate Cloverdale’s share of regional housing needs.

IP-6.4.1      Housing Annual Report and Monitoring. The City shall, through its Annual Housing Report, monitor the supply of residential land to ensure sufficient developable land is available for single-family and multifamily residential development. This program will help to achieve projected housing needs for the planning period extending through June 2014. If, at any time, the supply of sites zoned for multifamily housing falls below the quantity of land required to accommodate the City’s remaining need for higher density multifamily housing, the City shall initiate General Plan Amendments and/or rezonings to provide additional land.

Responsibility:                      Planning Department

Financing:                              City

Scheduling:                            On-going

Policy H-6.5      Infrastructure and Public Services. Ensure adequate infrastructure and public services to serve existing and planned residential development.

IP-6.5.1      Development Impact Fee Review. The City shall review its current development impact fee program to confirm the appropriate level of impact fees to charge for multifamily residential units and second units based on the demand they create for public facilities and infrastructure. Where justified, the City shall consider reducing fees for multifamily units, second units, co-housing, and self-help housing units to encourage their construction. The City shall consider reducing fees for lower-income housing on a sliding scale related to the level of affordability during the next impact fee



review. The City shall also consider adopting a sliding-scale fee depending on the size of the unit or “locking” fees to the time of approval.

Responsibility: Planning Department

Financing: City

Scheduling: Complete Review by June 2010

IP-6.5.2

Capital Improvement Program. The City shall continue to update and implement its five-year Capital Improvement Program to guide development of public facilities required by new residential demand and to improve existing facilities in need of upgrading.

Responsibility: Planning Department

Financing: City

Scheduling: Complete Review Annually

## 4.2.1 Adequate Sites Inventory

The detailed inventory of residential lands is provided in Appendix B. The inventory includes lands that are currently vacant or underutilized with potential for additional residential development. A map of residential lands is shown in Appendix B. These sites will allow for the development of a variety of housing types that potentially will meet the needs of all income groups as allocated by ABAG for the 2007-2014 RHNA planning period.

The City of Cloverdale has the ability to host high density residential projects on the R-3 and R-CT residential sites at 16 units per acre and on the G-C, D-C, and O-R sites at 20 units per acre. Mid-range densities are available in the R-2 district at 8 units per acre. Specific Plan and Planned Development densities are governed by their overriding General Plan land use designations. Additional density is available for affordable projects through the State's density bonus law.

Table 2.35 summarizes the vacant and underutilized sites according to zoning classifications.

**TABLE 2.35**  
**SUMMARY OF LAND INVENTORY BY ZONING CLASSIFICATION**

Zone	Acres	Realistic Capacity (Units)
R-1	30.63	97
R-2	7.76	83
PD	119.34	455
SP	254	130
R-3	0.60	6
R-CT	13.85	160
G-C	0.93	14
D-C	n/a	50
O-R	3.44	11
Total	430.55	1006

*Source: City staff and PMC*

### Realistic Capacity

For many of these sites, the capacity was based upon recently approved projects as noted in Appendix B. For the other sites, realistic capacity was determined by multiplying the site's acreage by the maximum General Plan density and multiplying again by 75 percent. It was assumed that 25 percent of each lot would be needed for infrastructure, rights-of-way, easements, and other potential amenities or constraints.

Several high density projects have been approved within the past two years, demonstrating that it is realistic to assume that sites can be built out at 75 percent of General Plan land use densities or higher. These projects have not been constructed yet

due to the downturn in the real estate market, but they are instructive in showing Cloverdale's support for higher densities.

- The King Project is a 15-unit townhome project approved in 2007 on a .22-acre site in the Downtown Commercial (D-C) zoning district. Three affordable units were included in this project through the City's inclusionary housing program. At a density of 60 dwelling units per acre, this site will be built at a capacity of four times the D-C zone's density limits (20 units per acre) using density bonus provisions and use of shared off-site parking.
- Thyme Square is a 45-unit affordable rental housing project approved in 2008 for construction with residential above retail in the General Commercial (G-C) zoning district. The site is 0.88 acres. At a density of 51 units per acre, the site will be built at a capacity of more than twice the G-C zone's density limits (20 units per acre), as allowed through the State density bonus program.
- The Citrus Fair affordable housing project is currently proposed as a 45-unit rental project on a 1.05-acre site in the R-2 zoning district. At a density of 43 dwelling units per acre, this site will be built at a capacity of almost five times the R-2 zone's density limits (8 units per acre), as allowed through the State density bonus program.

### **Suitability Analysis for Non-Vacant Sites**

The Residential Lands Inventory includes sites with existing development that are considered "underdeveloped." These sites each have an existing single family unit, but there is the potential for additional residential units within the density limits of the zoning district. The zoning districts that include underdeveloped sites on the inventory are R-CT, R-2, R-3 (one site), and O-R. This analysis assumes that new units would be built on site in addition to the existing units, so that existing units would not be demolished. Two such projects were proposed during the last housing element period, although the real estate market has softened since then.

The City has adopted several strategies to address the challenges of increasing the densities of developed sites that are already developed. The City recently adopted a PUD permit which allows first floor residential and flexibility in standards on sites with existing single family residences (virtually all O-R properties). This permit is similar to a major or minor conditional use permit in terms of applications and fees and was established to encourage the construction of new small units in the O-R zoning district.

### **Potential for Second Dwelling Units**

Second dwelling units can provide affordable housing within a neighborhood without changing the overall character of the neighborhood. They can be attached or detached from the primary residence, but they typically are complementary in design, smaller, and located less prominently than the main unit. State law requires cities to allow for second dwelling units in their zoning codes.

The goals and policies section of this Housing Element requires revisions to the Zoning Code to allow second units in all residential zones subject to plot plan and design review only (no use permit required). In addition, constraints will be removed so that second units will be strongly encouraged, particularly in the R-2 zoning district. This is thought to be a more realistic strategy to get a second unit on R-2 sites compared with waiting for

the market to replace existing single family units with duplexes. Planned regulatory changes include allowing separate metering and lowering parking standards for second units.

In the prior housing element period, from 1996 to 2006, eleven second dwelling units were produced in Cloverdale. With the removal of regulatory constraints, the City should be able to expect an increase in the production of second dwelling units for the current housing element time period. If a conservative estimate of a 25 percent increase is assumed, a total of 14 new second dwelling units can be projected for the current housing period. Based upon the size limitations of second dwelling units and past market rates, approximately one quarter of these units (4 units) would be affordable to moderate income households and three-quarters (10 units) would be affordable to low income households.

### Available Capacity by Income Category

The remaining unmet need for lower income housing in this housing element period is 129 units. Table 2.36 shows selected projects from the sites inventory that are in process and will meet the County's very low- and low-income allocations.

**TABLE 2.36**  
**AFFORDABLE HOUSING PROJECTS IN PROCESS**

Project Name	Number of Units	Affordability	Comments
Cherry Creek Village Workforce Housing	28	5 Very low, 10 low, and 13 moderate	Site acquired in 2006. Possible change to 46 unit rental project.
Crossings at Cloverdale	45	Very low and low	Project approved in 2008. Funding committed.
Citrus Fair Site	45	Very low and low	Project is on the R-2 portion of the site and funded in the five year plan.
Rink Mixed Use	10	1 Low, 9 moderate	Project approved but not yet constructed.
Total	128		

*Source: City of Cloverdale*

The 128 affordable units in process can be supplemented by the 14 new second dwelling units that are projected for this planning period. This will total 142 lower income units, exceeding the minimum capacity required for the regional housing needs allocation for Cloverdale. Additional capacity for higher density projects is available in the G-C and D-C zoning districts (up to 20 units per acre with a use permit) and in the R-3 and R-T zoning districts (up to 16 units per acre, with a use permit required for projects with five or more units). Small infill units similar to second dwelling units are expected in the O-R district under the new PUD permit process. In addition, as described above, the State density bonus program has been utilized successfully in Cloverdale to increase project densities to make affordable multi-family projects feasible.

Moderate income and above-moderate income units are expected to be developed in the R-1, R-2, PD, and SP zones in sufficient numbers to meet the remaining regional housing needs allocation of 271 units. Projects currently in the pipeline in these zoning

districts far exceed the minimum number of units at these income levels. For example, the proposed Riverdale Ranch Annexation is in process, with 220 units proposed under the General Plan density of eight units per acre. Additional residential development in the planning process of the Alexander Valley Resort Specific Plan and pending update of the Downtown Specific Plan and Station Area Plan (see below).

### **4.3 Resources and Constraints**

The availability, cost, and quality of housing for all income groups is influenced by a number of factors, including the availability of financing; governmental practices and regulations; local housing market conditions; and public and private attitudes towards housing for local residents, particularly housing for lower income households and individuals. The following sections examine these topics to identify potential local constraints.

#### **4.3.1 Financial Resources Inventory**

The City has a responsibility to assist in the development of adequate housing to meet the needs of extremely low-, very low-, low-, and moderate-income households (Government Code Section 65583(c)(2)). The City currently has five primary sources of funding to provide permanently affordable housing (City Council staff report, August 13, 2008):

- 1) Redevelopment 20% set aside funds. The Community Development Agency must set aside 20% of revenues from Tax Increment funding for affordable housing. This must pay for a mix of very-low, low, and moderate income housing, with minimum requirements of very-low and low-income units.
- 2) Inclusionary Housing new construction requirements. The City requires that developers provide 15% of all units as affordable units. The units must be generally equivalent to housing in the rest of the development. The goal of the Inclusionary Housing program is provision of physical units, not collection of fees.
- 3) Inclusionary Housing Fees. Under certain circumstances, a developer may pay fees, rather than providing the actual units. These fees have greater flexibility than the 20% set aside and are used in the City's more creative programs.
- 4) Use of other government programs. The City uses funding from State and Federal programs to leverage local funding, or to attract projects with no local funding. Sources include CDBG funds, HOME funds, MCC Program, Tax Credit financing, etc. Refer to the programs listed below under Implementation Program 3.1.1 for further detail of programs available.
- 5) Leverage. In general, the City will ask that housing providers fund a majority of the project with their own or other government funds, so that the City's participation is a fraction of the total project cost. The typical goal is 10:1 for rehabilitation projects and 5:1 for new construction of very low and low income units.

The Redevelopment Agency's five-year forecast for its Low and Moderate Income Housing Fund (LMIHF) is attached in Appendix E. The Department of Housing and Community Development requires the inclusion of this information in a housing element update because it shows how the Element's policies will be implemented. However, note that Cloverdale's five-year plan is currently under review and revision due to projections of decreased funding.

The following programs and funding resources were itemized under Implementation Program 3.1.1 of the 2002 Housing Element. These programs will continue in the current Housing Element.

- 1) Rural Development Loan Program financed by the State Department of Housing and Community Development (HCD).
- 2) Community Development Block Grant (CDBG) funds.
- 3) Proposition 1A School Facility Fee Reimbursement Program financed by the California Housing Finance Agency (CHFA) provides reimbursement for school impact fees for rental housing developers who provide rental housing affordable by very-low income households.
- 4) Mortgage Credit Certificate Program provides assistance to first-time lower income households. This program is administered for the City by the County of Sonoma and cities in the County.
- 5) Mortgage Revenue Bond Program through the CHFA. The City can issue revenue bonds on behalf of affordable housing developers or work with developers to secure these bonds.
- 6) Housing Enables by Local Partnerships Program (HELP) operated by the CHFA.
- 7) The Low and No Downpayment Program sponsored by the California Housing Loan Insurance Fund (CALIF).

### **4.3.2 Housing Programs**

Since adoption of the 2002 Housing Element and 2003 Inclusionary Housing Ordinance, the City has been refining its housing program to meet a series of defined community, resident, and economic development goals – while also meeting the State’s numerical goals. The 2009 Housing Element update is based upon the City’s current housing program. The City’s housing program provides all types of affordable housing with guaranteed low prices for lower-income households. The housing program works on a set of preferences that are part of a larger effort to make Cloverdale a whole community, where residents can live, work, shop, and play. Preference elements are:

- 1) Provide affordable housing preferences so that those who provide essential services to the community (police, fire, teachers, health care, water & sewer plant operators, public employees, etc.) are able to respond from housing in Cloverdale rather than from commute locations.
- 2) Provide affordable housing preferences so that Cloverdale employers (employers located in Cloverdale) can find employees who live in Cloverdale and minimize the need for lower-paid employees to commute from lower cost housing outside of Cloverdale.
- 3) Provide affordable housing so that families are not divided by housing costs. Children do not have to leave when starting a new household. Family members can move into Cloverdale and find an affordable place to live.

- 4) Meet local housing needs locally, with a progression of housing services to allow residents to move from affordable units to market rate ownership, including a progression from homeless shelter/transitional housing to standard housing.

Since adoption of the 2002 Housing Element, the goal has been to assure that new affordable housing units that are provided with City funds are available for a minimum of 55 years, with a preference that they be affordable for the life of the structure. To the extent possible, the City uses its own funding to extend the affordability periods of assisted housing units built prior to 2002. The City recognizes that it is more cost effective to retain existing affordable units than to develop new units.

## Land Use Controls

The City of Cloverdale’s General Plan establishes policies that guide all new development including any residential development. These policies, along with zoning regulations, control the amount and distribution of land allocated for different land uses in the City. Table 2.37 shows the land use designations established by the General Plan that allow for residential development.

Densities are provided according to the maximum dwelling units per net acre. Net acres are “net” after deleting “environmentally sensitive lands,” defined as lands over 20% slope, lands in required stream or creek setbacks, woodlands, or lands with federal or state listed endangered species.

**TABLE 2.37  
GENERAL PLAN LAND USE DESIGNATIONS  
ALLOWING RESIDENTIAL DEVELOPMENT**

Residential Land Uses		
Designations	Maximum Dwelling Units Per Net Acre	Notes
High Density Residential	16 units/net acre	For detached single family units, including detached units in planned developments and specific plans, floor area ratio (FAR) shall be 0.35 for lots less than 4,000 square feet and 0.40 for lots over 4,000 – 8,000 square feet. FAR may be established by the Zoning Ordinance for lots over 8,000 square feet. “Environmentally sensitive lands” shall not be used as “lot area” in calculating FAR. No more than 25% of lots in any development may be less than 4,000 square feet. No lots may be less than 3,000 square feet.  In a planned development, a composite FAR may substitute for individual lot FAR. The composite FAR will consist of the total FAR of all detached dwelling units in the project divided by the sum of (a) total “lot area” of all those units as defined in the previous paragraph, plus (b) public parks, usable open space, and/or trails open to the general public without cost, excluding “environmentally sensitive lands”.
Medium Density Residential	8 units/net acre	See notes for High Density Residential.
Low Density	4 units/net acre	See notes for High Density Residential.

Residential Land Uses		
Designations	Maximum Dwelling Units Per Net Acre	Notes
Residential		
Rural Residential	1 unit/5 net acres	
General Commercial	20 units/net acre	General Commercial areas fronting Cloverdale Boulevard to the south of Healdsburg Avenue and to the north of School Street may be rezoned to any zone conforming to the Medium Density Residential General Plan designation at the request of the property owner. Also see notes for Mixed Commercial.
Downtown Commercial	20 units/net acre	Downtown densities may be increased with Planning Commission approval for developments that provide pedestrian oriented commercial uses. Also see notes for Mixed Commercial.
Mixed Commercial	20 units/net acre	Residential uses must be secondary to the commercial use and located either above or behind the commercial use. The floor area for residential use cannot exceed the floor area of commercial use on the site, except in the Mixed Commercial designation, which may have any percentage residential. Mixed Commercial that is 100% residential shall follow the R-2 zoning standards.
Destination Commercial	2	Residential uses must be secondary to destination commercial uses on the site. Residential use may not occupy more than 20% net area of the site.
Business Park	20 units/net acre	See notes for Mixed Commercial.
Conservation Features	1 unit/160 net acres	
Office/Residential	20 units/net acre	
Transit Oriented Development	20 units/net acre	

Source: 2008 Draft General Plan Update