

# Public Facilities Policy Framework

**Draft for Public Review**

*February 2024*

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# Overview

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

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

## Introduction

### General Plans

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

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

### Petaluma’s General Plan Update

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

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

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

# Policy Frameworks

## Purpose and Structure

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

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

## Topics Covered

There is a draft Policy Framework for each of the following topics<sup>1</sup>:

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

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

### Climate Change

- Greenhouse gas reduction (Blueprint for Carbon Neutrality, Parks & Recreation, Transportation, Infrastructure & Utilities)
- Mode shift, active transportation, EV charging, vehicle miles traveled (VMT) (Transportation)
- Green building<sup>2</sup> (Land Use & Community Character, Public Facilities, Infrastructure & Utilities)
- Low impact development<sup>3</sup> (Natural Environment, Infrastructure & Utilities)
- Climate adaptation (Safety, Flood Resilience, Land Use & Community Character, Health Equity & Environmental Justice)
- Just transition<sup>4</sup> (Economic Development)

## **Ecosystems**

- Habitats, wildlife corridors, & open space (Natural Environment, Parks & Recreation, Transportation)
- Urban forestry<sup>5</sup> (Parks & Recreation, Health Equity and Environmental Justice)

## **Petaluma River and Tributaries**

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

## **Stormwater, Water Supply, and Wastewater**

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

## **Transportation**

- Mobility network<sup>6</sup>, accessibility<sup>7</sup>, safety, and VMT (Transportation, Parks & Recreation, Economic Development, Safety)
- Public realm<sup>8</sup> (Land Use & Community Character, Noise)

## **15-Minute Neighborhoods**

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

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

- Tribal collaboration<sup>9</sup> (Natural Environment, Historic Resources)
- Equitable transportation (Transportation)
- Park and public facilities access (Parks & Recreation, Public Facilities)
- Recreation program access (Parks & Recreation)
- Cultural equity (Arts, Culture, & Creativity)
- Economic justice<sup>10</sup> (Economic Development)
- Community engagement (Parks & Recreation, Implementation & Governance).

## **Next Steps**

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

## Key Definitions

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

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



# Policy Framework Foundations

## Existing Conditions Key Findings

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

The following are key findings from the Parks, Recreation, and Public Facilities Existing Conditions Report prepared in September 2021 as part of the General Plan Update, as relevant to the Public Facilities policy framework.

- The March 2020 Facilities Assessment & Planning report to City Council outlined the deficient facilities systems, backlog, and rough order of magnitude costs to replace or upgrade, as necessary.
- Energy efficiency and the removal of natural gas fueled equipment have been identified.
- Public Safety Facilities are in need of expansion and updating to support the modern and expanding workforce.
- All City facilities need to be assessed for seismic strength and retrofit plans need to be implemented.
- The City owns several buildings that are operated by private and nonprofit organizations.
- The Petaluma area is served by 13 public school districts and 36 public schools, including 7 charter schools and 3 historic “one-room” schoolhouses. Petaluma offers private education at six schools with focuses ranging from Catholic and Christian perspectives as well as a Montessori elementary and a school for children with autism and cerebral palsy.
- Although the City and the General Plan do not have jurisdictional authority over local schools, the General Plan update will plan for future growth and development in Petaluma, which will affect population growth and consequently school facilities.

On November 21, 2022, the City Council adopted an updated Center for Public Safety Management (CPSM) – Fire and Police Comprehensive Operations and Data Analysis Report which included the following focus areas for the Police Department:

- Organizational Wellness and Professional Development
- Identify violent crime and collision reduction strategies
- Stabilize and maintain patrol staffing
- Focus on evidence based policing through data
- Increase officer available time to 40% or greater
- Complete organizational workload and facility analysis

The CPSM also included 18 recommendations for the Petaluma Fire Department which were categorized into seven areas:

- Community Risk Reduction
- Education and Training
- Insurance Services Office-Public Protection Classification (ISO-PPC) Rating

- Facilities
- Fleet
- Staffing and Deployment
- EMS Operations and Deployment

The CPSM called for the City to conduct a facility needs assessment/evaluation, develop a strategic plan, and determine and implement stopgap safety/diversity improvements for facilities.

On November 20, 2023, the City adopted an updated Public Safety Facility Master Plan. The Master Plan included immediate, short-range, mid-range, and long-range activities needed to support the City’s Emergency Services. This included plans to develop a new public safety facility at the Petaluma Fairgrounds property at the corner of Kenilworth Drive and Johnson Drive.

## Related Vision, Pillars, and Guiding Principles

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

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

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

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

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

### Vision

**We are caring and connected.** We celebrate our differences by providing inclusive community spaces for the diverse people that form Petaluma and by cultivating a sense of belonging. We welcome newcomers seeking refuge, a place to call home, and new opportunity. Our engaged residents and local government ensure equity, livability, opportunity, and access for all residents. We embrace each other’s cultures, lift each other up, and move forward together.

**We invest in each other.** We are a community where children and youth thrive, families in all forms are supported, and our elders flourish as they age in place. We provide plentiful and varied housing choices, convenient access to healthy local food, and an educational system that builds leaders. We support all residents with accessible city services.

## Pillars

**Climate Action, Resilience, and Sustainability.** Petaluma is committed to bold action to achieve carbon neutrality by 2030 and to building resilience to climate change impacts, including sea level rise, increasing temperatures, drought, and wildfire intensity. The General Plan must build climate-ready communities using science, technology, and bold ways of thinking to advance change in our relationship with the natural environment and to plan for current and future impacts.

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

## Guiding Principles

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

1. Achieve carbon neutrality by 2030 and equitably foster a **sustainable and resilient community** in which today's needs do not compromise the ability of the community to meet its future needs.
  - k. Increase self-sufficient production of and equitable access to basic needs like food, shelter, energy, and communications.
4. Promote **social and economic justice** to address structural social and economic inequities and racism.
  - b. Continually evaluate City programs, policies, and funding decisions to understand who benefits from and who is impacted by each.
  - g. Ensure equitable access to educational opportunities and city resources and services.
5. Ensure the health and wellness of all residents.
  - e. Guarantee equitable access to health care and wellness services, including mental health services.
  - f. Ensure that community led and culturally responsive and competent facilities are available that work at the nexus of resilience, emergency management, climate change mitigation, and social equity.
6. Physically and psychologically **integrate and connect the East and West sides of town.**
  - a. Integrate communities on the East and West sides of Petaluma through festivals and events and by locating facilities equitably throughout the city.
  - e. Locate new public facilities and services in central locations.
7. Create a welcoming, affordable, accessible, and **age- and family-friendly** city.
  - c. Create complete, walkable neighborhoods so that retail, services, parks, and schools are easily accessible to all residents.
  - d. Provide community-centered services.
  - g. Encourage "adaptability" in new buildings and facilities.
8. **Be a leader** in advancing these guiding principles within the region and beyond.
  - d. Encourage the exploration of "experimental" policies, ordinances, infrastructure.

# Summary of Framework Approach

The Public Facilities policy framework sets the foundation for community-serving public facilities, including police and fire facilities, the Petaluma Municipal Airport, the Petaluma Marina (Goal 1), the Petaluma Fairgrounds Property (Goal 3), and other City-owned properties used for City operations and community programming (Goal 2). To achieve this, the framework identifies strategies that will create a more accessible, adaptable, well-maintained, and sustainable system of public facilities for efficient City operations and public programs.

## Goals, Policies, and Actions

### Goal FAC-1: High-Quality Public Facilities

The City of Petaluma provides and maintains adaptable, accessible, and sustainable public facilities to meet the needs of the community for an array of high-quality services and programs.

#### Policy FAC-1.1: Update, expand, relocate, or replace public facilities

Upgrade, expand, relocate, and replace public facilities as appropriate to effectively and efficiently meet the future needs of the community as the city grows in a fiscally sustainable manner.

**Action FAC-1.1.1:** Develop, maintain, and implement a Facilities Master Plan that plans for the equitable provision of public facilities, maintenance, relocation, and replacement of facilities, programming, and funding. Update the plan every five years.

**Action FAC-1.1.2:** Prioritize and incorporate recommendations from the most current Public Facilities Assessment.

**Action FAC-1.1.3:** Plan, design, and construct a new centrally located Fire Station and Emergency Operations Center, to include shared meeting spaces and flex space for other public safety uses.

**Action FAC-1.1.4:** Renovate existing Fire and Police Department facilities, as funding becomes available, per the Public Safety Facilities Study. If new construction is not financially feasible, consider options for leased space or other creative solutions that are cost-effective and operationally viable.

**Action FAC-1.1.5:** Conduct a feasibility and site location study for a joint vehicle maintenance facility.

**Action FAC-1.1.6:** Implement the Public Safety Facility Master Plan and update as needed over time.

**Action FAC-1.1.7:** Implement facility recommendations in the Center for Public Safety Management Plan and update as needed over time.

#### Policy FAC-1.2: Design flexible and adaptable public facilities for a variety of uses

Design new and renovate existing public facilities in such a way as to create flexible, adaptable spaces that can be used by many users for different purposes over time to optimize building utility. Options may include temporary or “pop-up” facilities, prefabricated structures, or permanent structures that are highly adaptable.

### **Policy FAC-1.3: Upgrade and expand the Petaluma Municipal Airport**

Continue to support the revenue-generating operations of the Petaluma Municipal Airport by upgrading and expanding the facility to meet the demand and needs of users and the community.

**Action FAC-1.3.1:** Implement the Petaluma Municipal Airport Master Plan and update the plan as necessary.

### **Policy FAC-1.4: Enhance and support the Petaluma Marina**

Enhance and sustain a robust Petaluma Marina and consider approaches to making it a financially sustainable operation.

**Action FAC-1.4.1:** Explore funding sources and develop a financial model to ensure regular dredging of the Marina to ensure full access.

**Action FAC-1.4.2:** Implement the Marina Workout Plan to increase the number of functional berths to meet demand.

**Action FAC-1.4.3:** Explore the feasibility of expanding services to include a rental program and small-craft and recreational programs such as rowing, paddling, and sailing.

**Action FAC-1.4.4:** Develop an aggressive marketing program for the Petaluma Marina.

**Action FAC-1.4.5:** Initiate a study to evaluate potential future uses and programs for the Marina and the financial sustainability of each.

### **Policy FAC-1.5: Provide outdoor public spaces at public facilities**

Where feasible, provide landscaping, seating, and other amenities on the grounds of public facilities to provide public access to green space, prioritizing public facilities in neighborhoods where public parks or park amenities are limited.

### **Policy FAC-1.6: Design and maintain carbon neutral public facilities**

Design and manage public facilities to achieve carbon neutrality, including through energy and water efficiency upgrades for City facilities; sustainable new construction, the electrification of buildings; and the installation of solar.

**Action FAC-1.6.1:** Identify and implement energy conservation measures that are appropriate for public buildings and facilities, such as:

- Schedule energy efficiency “tune-ups” of existing buildings and facilities.
- Institute a lights-out-at-night policy in all public buildings where feasible.
- Continue to retrofit older lighting fixtures in City facilities until all buildings have been upgraded.
- Where new traffic signals or crosswalk signals are installed, or existing signals are upgraded, continue to use Light Emitting Diode (LED) bulbs or other equivalent efficient technology that may develop.
- Evaluate the possibility of decreasing the average daily time streetlights are on.
- Periodically evaluate the efficiency of potable and sewer pumping facilities and identify measures to improve pumping efficiency.

- Encourage the County of Sonoma to upgrade existing, inefficient facilities that serve Petaluma (e.g., potable water pumping facilities).

**Action FAC-1.6.2:** Identify energy conservation measures appropriate for retrofitting existing structures. Work with local energy utilities to encourage incentive programs for retrofitting.

**Action FAC-1.6.3:** Investigate and implement alternative sources of renewable power to supply City facilities.

**Action FAC-1.6.4:** Develop and implement a Citywide Electrification Initiative.

### **Policy FAC-1.7: Integrate modern technology in public facilities**

Integrate existing and proven emerging technology where relevant in public facilities to conserve resources, streamline operations and maintenance, and improve the overall user experience.

**Action FAC-1.7.1:** Initiate a study of smart technologies (systems, devices, and applications that use the internet and artificial technology to enhance and automate tasks) to understand which smart technologies should be incorporated in City public facilities and identify funding strategies and phasing. Re-initiate study as needed as technology advances.

### **Policy FAC-1.8: Provide inclusive and accessible public facilities**

Ensure all public facilities are inclusive and accessible by meeting and exceeding ADA guidelines and State Requirements and ensure facilities are reachable via active public and active transportation connections.

## **Goal FAC-2: Superior Educational Opportunities**

The City of Petaluma supports efforts to provide superior educational opportunities for children and all members of the community in its public facilities.

### **Policy FAC-2.1: Coordinate with school districts**

Work with local school districts to anticipate community needs for educational programming and building upgrades at City-owned public facilities over time and support the efficient and effective delivery of educational programs for the community.

### **Policy FAC-2.2: Support childcare and pre-kindergarten**

Support childcare and pre-kindergarten services at City, non-profit, and private facilities through the following strategies:

- Encouraging school districts, local libraries, and other public agencies to offer after-school recreation programs and after school enrichment-based care;
- Considering the impact of residential and commercial development projects on the supply of childcare;
- Supporting business development of private childcare businesses seeking to operate in Petaluma; and

- Supporting the development of childcare facilities in City government buildings, new housing, or office/industrial developments.

**Action FAC-2.2.1:** Develop partnerships with local agencies and organizations to provide childcare and pre-kindergarten services.

### **Policy FAC-2.3: Invest in flexible and adaptable spaces for educational programming**

Use the City's existing public facilities and spaces creatively for indoor and outdoor educational programming for residents of all ages. Where feasible, invest in flexible, adaptable spaces in public facilities to expand and support educational programming.

## **Goal FAC-3: Petaluma Fairgrounds Property**

The Petaluma Fairgrounds Property continues to host the Sonoma-Marín Fair, provides opportunities for public access and enjoyment, and is home to a variety of civic uses.

### **Policy FAC-3.1: Create a Petaluma Fairgrounds Property master plan**

Create a master plan for the City-owned Petaluma Fairgrounds Property that prioritizes public access and maximizes community benefit.

- Acknowledge and build upon community input regarding the Fairgrounds Property while continuing to engage with the community
- Create, maintain, and enhance authentic partnerships across stakeholders and community groups with an interest in the Fairgrounds Property.
- Provide civic and institutional stability during the transition period and beyond so that the fair event and other key uses continue.
- Affirm a renewed, generational commitment of the City to the Petaluma community's agricultural past and present for which the Fairgrounds property continues to be a focal point, to the people who have utilized and want to utilize the Fairgrounds property, and to the Fairgrounds property itself and its unique challenges and potential as an asset for the whole community through near-, medium-, and long-term actions and milestones for the property and related programs.
- Preserve and enhance key elements, resources, and activities at the Fairgrounds property that the community is connected to and that make the place unique.
- Honor the legacy of history, place, and community while fostering safety, health, inclusivity, cultural connectedness, accessibility, and useability of the Fairgrounds property for the benefit of all.
- Preserve and enhance the capacity of the Fairgrounds property to provide critical emergency response resources for Petaluma and the region.
- While preserving the essential and unique feel and presence of the Fairgrounds property and its core features, ensure that future Fairgrounds property uses, including fair event uses, are maximized to effectively and compatibly accomplish as many of the community's needs and wants for the Fairgrounds property as possible.

### **Policy FAC-3.2: Follow the Petaluma Fairgrounds Property Guiding Principles**

When considering planning for the future of the Petaluma Fairgrounds Property, follow the Guiding Principles adopted by City Council in October 2022 and as may be updated from time to time:

**Policy FAC-3.3: Invest in infrastructure improvements for the Petaluma Fairgrounds Property**

Invest in necessary infrastructure improvements – such as water distribution, stormwater, natural gas, electric, and communications infrastructure – to create a safe, connected, accessible, and sustainable civic space.

**Policy FAC-3.4: Showcase climate adaptation planning and landscape strategies on the Petaluma Fairgrounds Property**

Showcase innovative climate adaptation planning and landscape strategies on the Petaluma Fairgrounds Property.

**Policy FAC-3.5: Connect the Petaluma Fairgrounds Property to other destinations**

Provide active transportation within the Petaluma Fairgrounds Property and connect the Property to other destinations throughout the city, including Downtown and across US-101.



# Notes

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

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

<sup>3</sup> Techniques to increase water infiltration, reduce runoff, and improve water quality

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

<sup>5</sup> The management of trees in urban settings

<sup>6</sup> The system of streets, walkways, trails, and railroads used to move goods and people

<sup>7</sup> The ease of reaching destinations by people of all abilities

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

<sup>9</sup> Communication and coordination among local government and Native American Tribes

<sup>10</sup> Creating opportunities for every person to have a dignified, productive, and creative life