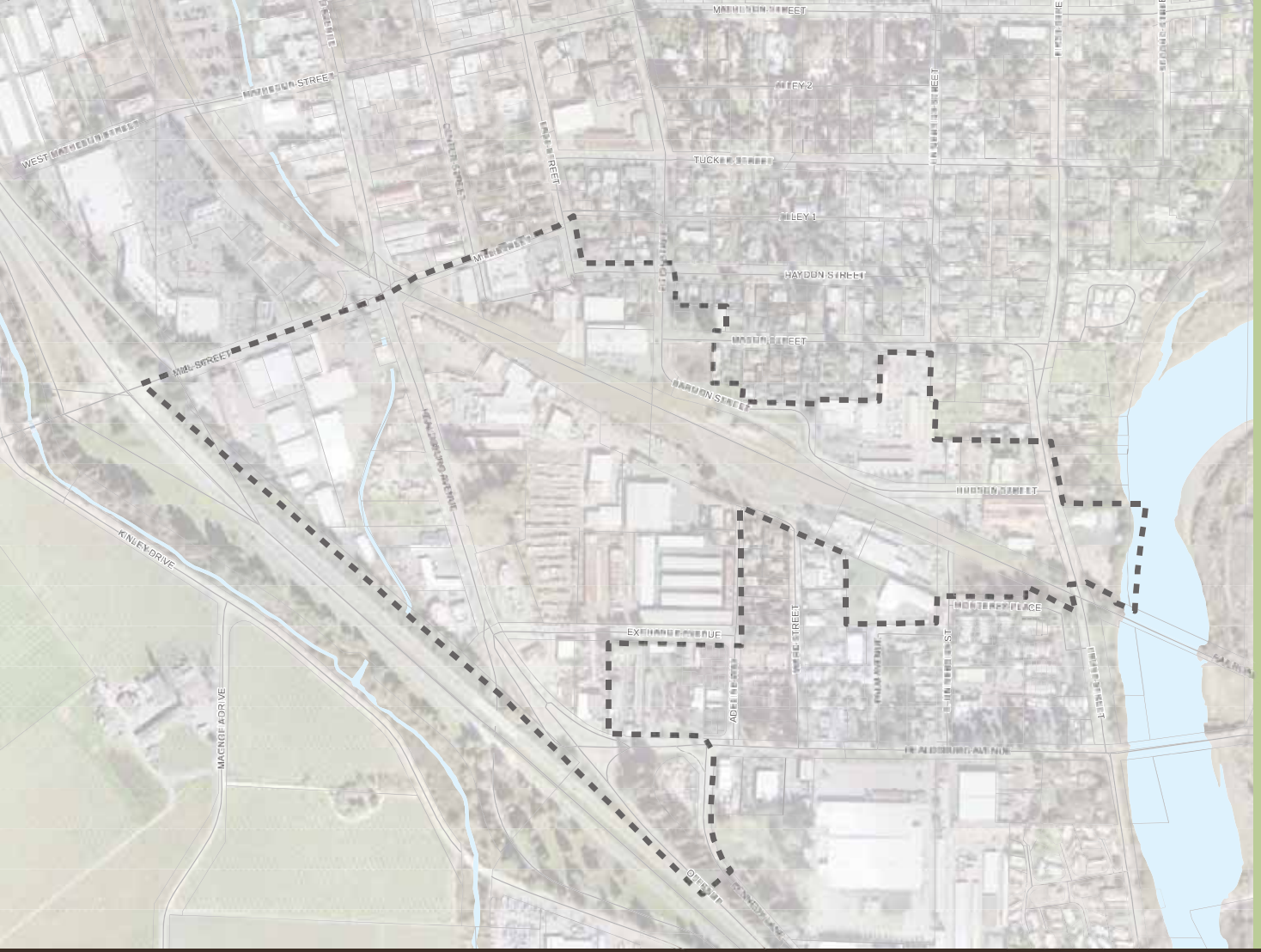

Prepared for

CITY OF HEALDSBURG

November 2013

CENTRAL HEALDSBURG AVENUE PLAN





FINAL DRAFT

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CITY OF HEALDSBURG

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I. INTRODUCTION

PURPOSE OF THE PLAN

The Central Healdsburg Avenue Plan establishes a set of guiding principles and design frameworks for the development of public infrastructure and private investment in the Central Healdsburg Avenue and depot area, following an extensive public input and review process.

The Central Healdsburg Avenue Plan and depot area is generally located south of Mill Street between Highway 101 and the Russian River (see Figure I-1 for boundaries of the Plan area).

The pripary purposes of this Plan are to create a long-term overall vision for the Plan area that will help the community visualize its potential, to focus and unify the many individual decisions that will be made over the course of the area's evaluation, and to provide landowners and neighbors with confidence as to the City's intentions. Other goals for this Plan include transforming Central Healdsburg Avenue and Mill Streets into beautiful and functional gateways to the City that are also attractive, safe and inviting pedestrian environments. The recommended improvements to Healdsburg Avenue are intended to create a sense of arrival, calm traffic, and create a comfortable walking environment that clearly links the Plan area to the active and vital downtown core. Another important goal is to promote the economic enhancement of existing businesses in the Plan area while attracting new, supportive commercial and residential uses. The Plan's design guidelines and framework elements strive to balance the history and unique qualities of Healdsburg with its emerging contemporary character to ensure that new development will be in keeping with its character without inappropriately constraining the options of property owners.

The future extension of Sonoma-Marin Area Rail Transit (SMART) passenger train service to Healdsburg will provide an important new means of access for Healdsburg residents, employees and visitors. Thus, a strategy for robust multi-modal access to the SMART station is an important component of this Plan and potential catalyst for new investment and development in the Plan area. Combined with supportive public investments and appropriate urban design standards for private development, passenger rail service has the potential to bring more visitors with minimal traffic and parking impacts, provide additional commute options that make Healdsburg an even more desirable place to live or conduct business, and enhance the livability of the City as a whole. The station access component of this Plan identifies opportunities to improve access to the transit center for all modes of travel, including pedestrians, bicyclists, shuttles, transit vehicles, and autos.

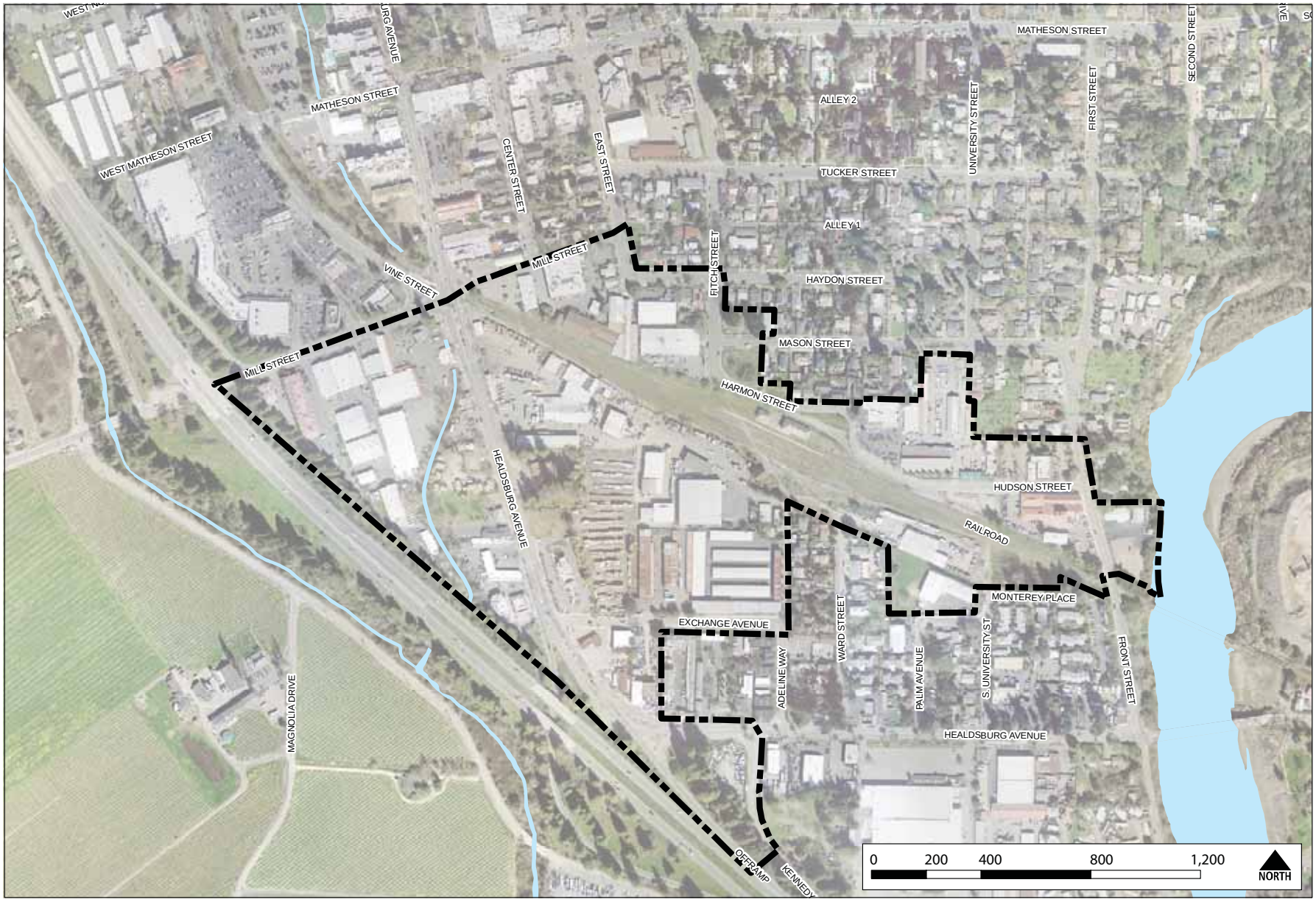


Fig. I-1: Central Healdsburg Avenue Plan Area

Central Healdsburg Ave. Plan Area

This Plan embraces the elements that make Healdsburg unique, while allowing it to harness the benefits of new opportunities afforded by the arrival of passenger rail service, the potential redevelopment of significant private land holdings along its southern entry corridor, and increasing recognition of the city as a one-of-a-kind community for new businesses, entrepreneurs, retirees and families seeking a higher quality of life.

ORGANIZATION OF THE PLAN

This Plan is organized as follows:

INTRODUCTION

This chapter includes the purpose, organization, and planning context for the Plan, a description of existing conditions and development opportunity sites, and a summary of the plan development and public involvement process

VISION AND GUIDING PRINCIPLES

This chapter sets out the community vision for the Plan area and the planning and design principles that guide the Plan.

LAND USE FRAMEWORK

This chapter provides guidance for land uses in the Plan Area, including a summary of market conditions and trends affecting development in the Plan Area and recommendations for modifications to current land use policies.

BUILDING DESIGN FRAMEWORK

This chapter provides guidance for site planning and building design in the Plan area.

CIRCULATION FRAMEWORK

This chapter provides guidance for street improvements, new streets, parking, transit center access, and streetscape designs in the Plan area.

OPEN SPACE FRAMEWORK

This chapter provides guidance for open space, trails and creek improvements in the Plan area.

UTILITIES FRAMEWORK

This chapter summarizes the existing utility systems and improvements needed to serve development in the Plan area.

IMPLEMENTATION FRAMEWORK

This chapter sets out goals and action steps to realize the Plan's vision and includes a discussion of funding and financing sources for capital improvements in the Plan area.

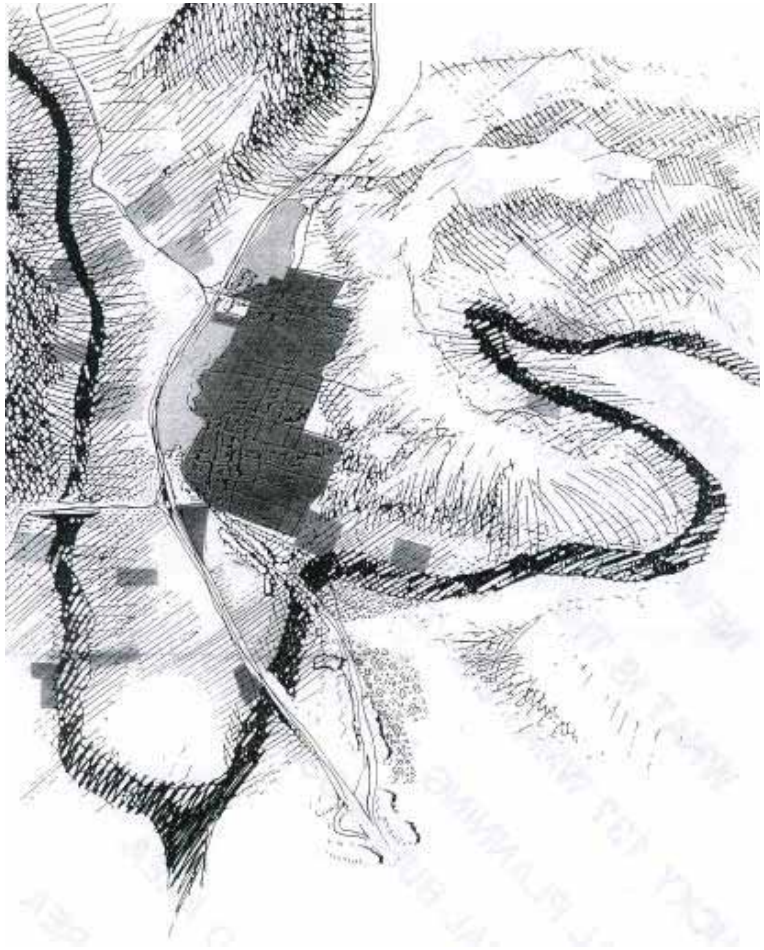


Figure I-2. Healdsburg and its environmental context: an inland valley defined by Highway 101, the Russian River, agricultural lands and mountains to the east and west (1982 R/UDAT report)

PLANNING CONTEXT

HISTORICAL DEVELOPMENT

Situated in northern Sonoma County, 12 miles north of Santa Rosa, the county seat, Healdsburg lies just beyond the northern edge of the sprawling urban development that has occurred along the Highway 101 corridor in Sonoma County. The Town of Windsor, with a 2007 population of nearly 26,000, lies approximately four miles to the south. The small unincorporated community of Geyserville is located approximately eight miles to the north, and the City of Cloverdale is located approximately 18 miles to the north.

Healdsburg is situated in an inland valley defined principally by Highway 101, the Russian River, surrounding agricultural lands, and mountains to the east and west. The city lies at the intersection of three rich agricultural valleys and important wine-producing regions – the Russian River Valley, Dry Creek Valley and Alexander Valley - and is between 100 to 430 feet above sea level. East and west beyond the agricultural lands rise subsystems of the Coastal Mountain Range. The Russian River flows through Healdsburg on its way to the Pacific Ocean, approximately 20 miles to the west.

Early inhabitants of the Healdsburg area included the Pomo people, who built villages in open areas along the Russian River. European settlement began in the mid-19th Century, with the first nearby Anglo-American settlement established in 1836, downstream on the Russian River near Graton. In 1857, Harmon Heald, an Ohio businessman who had been squatting on

Rancho Sotoyome since 1850, purchased part of the rancho—giving the city its official founding date. The Town of Healdsburg was incorporated in 1867 and the San Francisco and North Pacific Railroad reached Healdsburg in 1872.

Historically, Healdsburg served as an agricultural service center and a milling and distribution center for north coast lumber. Farming, especially orchards and truck farms, was common within the present city limits from at least the 1890s to 1940s, especially within the Plan area, and the town's population remained at about 2,000 throughout these decades. The Healdsburg Avenue Bridge over the Russian River was built in 1921 and is listed on the National Register of Historic Places. In 1926, U.S. 101, the historic Redwood Highway linking San Francisco with Oregon, was officially inaugurated as part of the new U.S. highway system. U.S. 101 ran along Healdsburg Avenue, and over time, with increasing use, concerns arose over noise and truck traffic through the center of town. Following advocacy by civic leaders and the Chamber of Commerce, the U.S. 101 bypass was constructed and opened in 1960, diverting through traffic off the main thoroughfare.

More recently, the development of tourist-related businesses such as overnight accommodations, specialty retail, restaurants and wine tasting has diversified and shifted the focus of the local economy. Healdsburg's population as of the 2010 Census was 11,254 residents, with another 1,200 persons living within the immediate area. Healdsburg's housing inventory totaled 4,615 units at the beginning of 2008, 77 percent of which were single-family detached and attached homes. More information regarding Healdsburg's history and development can be found in the 2030 General Plan and General Plan Background Report.

The Central Healdsburg Avenue Plan builds on and furthers the goals of many previous planning efforts over the past several decades, including the following:

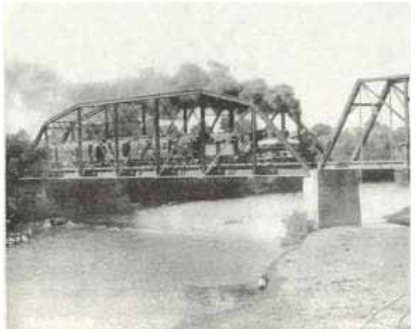
R/UDAT STUDY

The Central Healdsburg Avenue Plan opens a new chapter on work begun in 1982 by a Regional/ Urban Design Assistance Team (R/UDAT), sponsored by the American Institute of Architects. At that time, the city was trying to resolve impending growth issues (including concerns over the format and design of what is now the Vineyard Plaza shopping center at Vine and Mill Streets), and invited a national panel of planning experts to provide guidance. One of the R/UDAT study's key recommendations was to position Healdsburg as a center for wine country visitors and encourage overnight visits by establishing a high-end hotel on the then-vacant site at the western side of the Plaza – what is now Hotel Healdsburg.

HEALDSBURG COMMUNITY ENTRYWAYS REVITALIZATION PLAN

In 2003, the City of Healdsburg commissioned a study aimed at revitalizing and enhancing the image and visibility of the five primary entry routes into the city. The effort to revitalize the entryways of Healdsburg was spurred by interest within the community to improve the image of the City of Healds-

View of West Street, now Healdsburg Avenue, 1873, looking north. Source: 150 Years of Healdsburg History.



View of Russian River railroad bridge. Source: 150 Years of Healdsburg History.

burg at its edges, where visitors enter the city and through which residents pass frequently. These heavily traveled areas were considered to convey an image of the city that was incompatible with the ongoing revitalization of the downtown and other attractive areas of the city, and with Healdsburg's beautiful natural setting.

Two of these primary entry routes are included in the Central Healdsburg Avenue Plan Area: The Mill Street and Central Healdsburg Avenue gateways. The Central Healdsburg Avenue gateway was considered to be the highest priority, since most visitors currently use this route approaching the City from the south, as it is the closest, fastest and most direct route from U.S. 101 to downtown and the historic plaza area.

Although not completed or adopted by the City due to fragmented community support, the Entryways Revitalization Plan effort identified specific improvements to enhance each entryway and link it to the overall community, which were carried forward in the 2030 General Plan. Many of these ideas have been studied further in the Central Healdsburg Avenue Plan. These include adding a southbound Highway 101 on-ramp at Westside Road, adding sidewalks on the south side of Mill Street, creating a roundabout at the five-way intersection of Mill Street, Healdsburg Avenue and Vine Street, and narrowing the pavement and landscaping on Healdsburg Avenue south of the five-way.

HEALDSBURG 2030 GENERAL PLAN

Preparation of this Plan for the Central Healdsburg Avenue area is in accordance with provisions of the Healdsburg 2030 General Plan, which was originally adopted in July 2009 and was amended in 2011. A general plan is required for all cities and counties in California by state law. It serves as a community's "blueprint" for future development and use of its land and provides a foundation on which local land use decisions are based.

In Implementation Measure LU-12, Healdsburg's 2030 General Plan requires plans to be prepared for five community areas identified in the Land Use Element, including the Central Healdsburg Entry and the Depot Study Areas (see Figure I-3). This Plan serves as the area plan for both the Central Healdsburg Entry and Depot Study Areas.

The General Plan includes the following policies for the Central Healdsburg Entry Study Area:

- Develop streetscape design guidelines that will provide an attractive gateway to the community, including landscaping, street trees, lighting and utility undergrounding
- Identify street improvements needed to safely accommodate pedestrians and cyclists
- Develop building design guidelines that promote an urban character along this corridor and de-emphasize automobiles

- Identify opportunities for visual and physical access to Foss Creek and its enhancement
- Consider the placement of city identification and directional signs
- Consider the construction of a roundabout at the five-way intersection to improve traffic flow and safety, and enhance its appearance with landscaping
- Consider the reclassification of area industrial properties that are likely to redevelop to an appropriate land use designation.

The Depot Study Area identified in the General Plan surrounds the historic Healdsburg train depot located at Fitch and Harmon Streets. The depot was selected in 1999 as the site of an intermodal transportation center to provide a common transfer point between public transportation systems and automobiles. The first phase of center improvements is scheduled to be constructed in 2012 and will include a park-and-ride lot and local and regional bus stops. Rehabilitation of the historic station buildings and construction of rail platforms and a protected pedestrian rail crossing are envisioned as part of the future development of passenger rail service to Healdsburg. Additional improvements to the rail track and signals would likely be needed if the North Coast Rail Authority is successful in reintroducing freight rail service through Healdsburg.

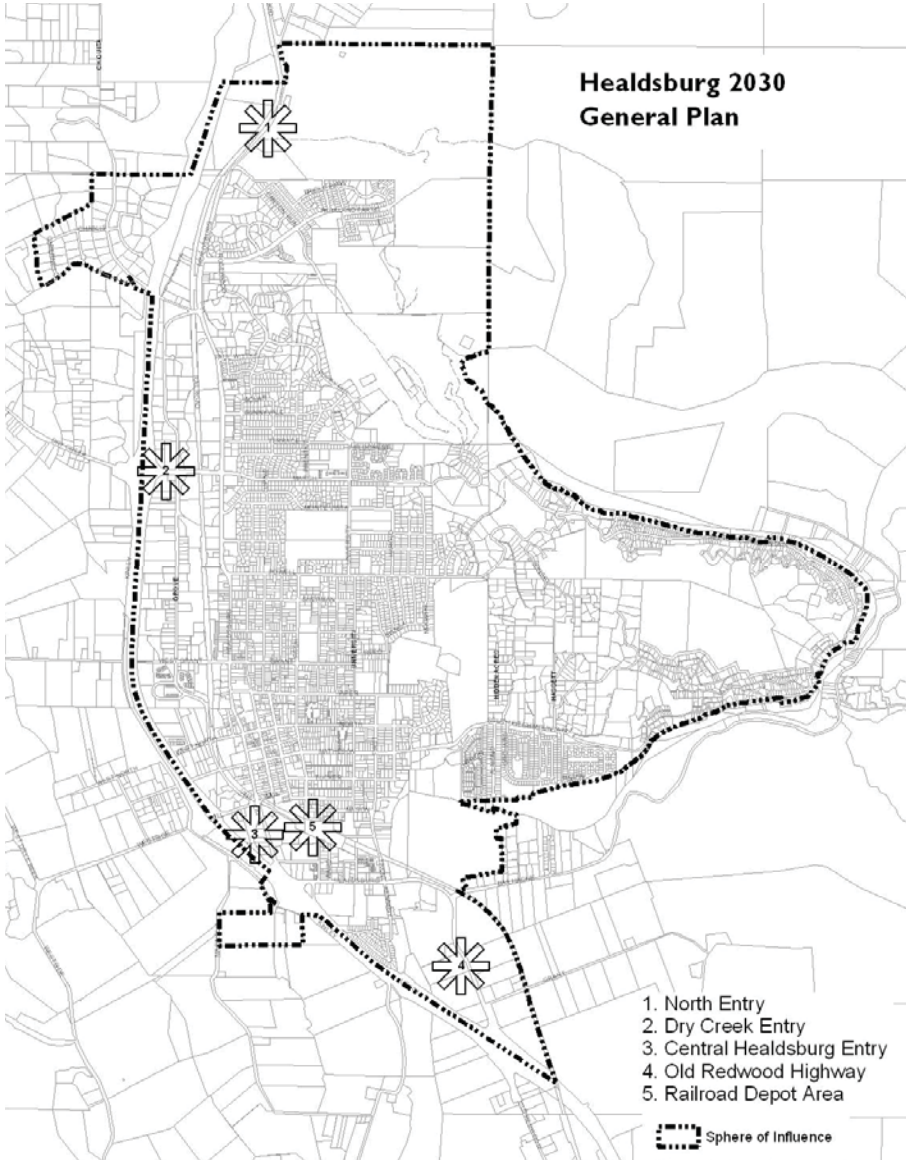


Figure I-3. Special Study Areas identified in Healdsburg 2030 General Plan

Figure I-4. SMART Station Plans

Policies for the Depot Study Area in the General Plan include the following:

- Potential changes in land use designations to maximize the number of residents in the vicinity and train usage, including the Nu Forest Products site and other nearby industrial and underutilized properties
- Circulation improvements needed to facilitate pedestrian, bus and vehicular access to the depot
- Rehabilitation of the depot and freight building for passenger service or other appropriate uses.

HEALDSBURG VISIONING PROJECT

In 2009, a group of concerned Healdsburg residents and local design professionals proposed a public urban design effort for a recommended Plan area at the southern edge of the City, including the area studied in this Plan. During a six month process, the grass roots group produced a recommended process and strategy for convening a community conversation about the Plan area and laid out recommended principles for its outcome. The traditional town-making principles and open, inclusive community planning process espoused in the Visioning Project formed the basis of a public RFP and consultant selection process that led to the Central Healdsburg Avenue Special Study Area (CHASSA) process that developed this Central Healdsburg Avenue Plan.

EXISTING CONDITIONS

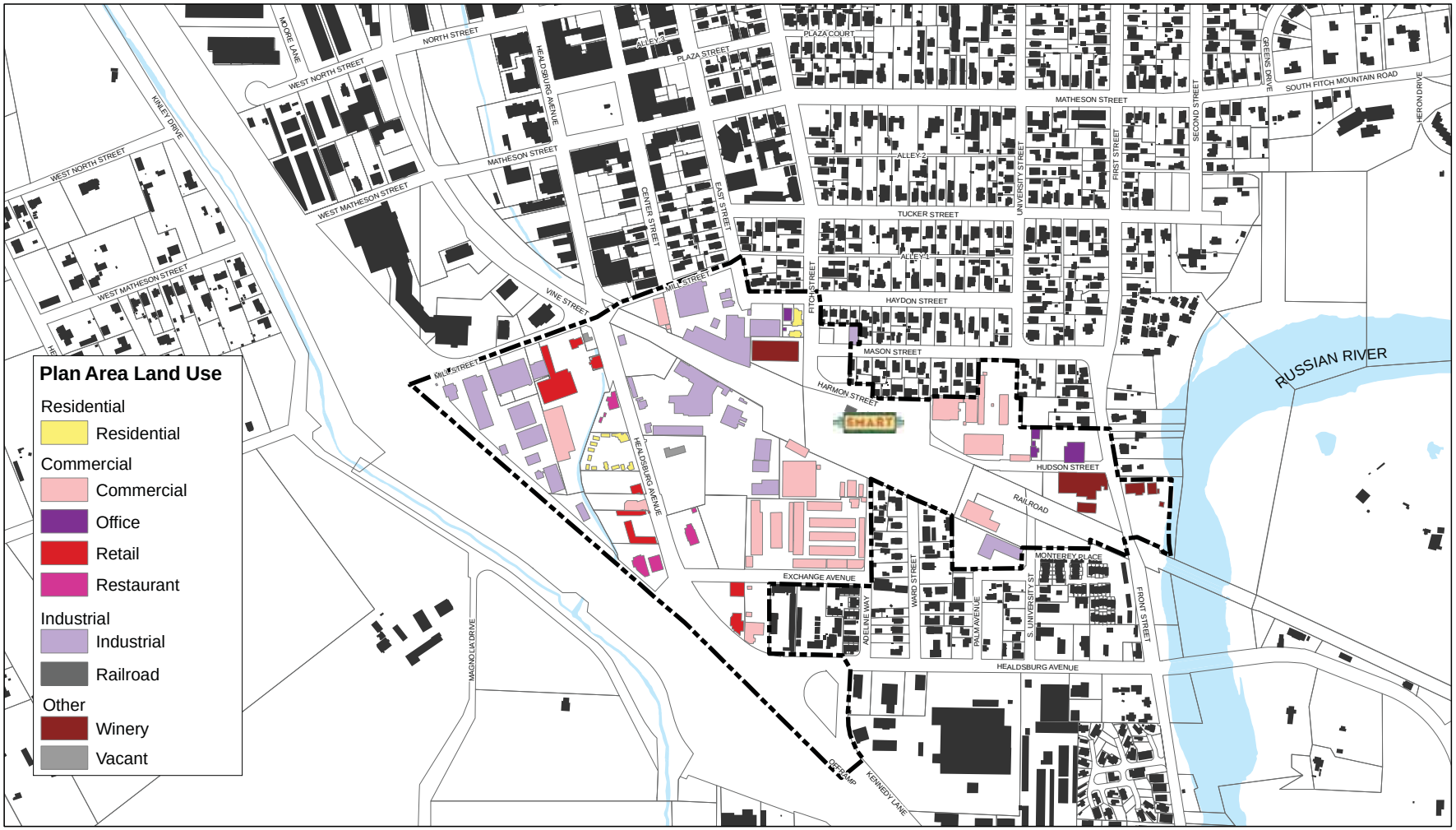
The Central Healdsburg Avenue Plan area currently includes a mix of industrial, commercial, and retail uses, along with a few parcels with residential and office uses. Table 1-1 shows the existing building square footage by use. Excluding street and railroad rights-of-way, the parcels in the Plan area total approximately 54.3 acres.

Table I-1. Existing Land Uses in Central Healdsburg Avenue Plan Area

EXISTING LAND USE	AREA (SQ. FT)
Retail	74,496
Restaurant	15,823
Commercial	206,412
Office	22,596
Industrial	262,122
Winery	51,544

Industrial uses include a wood products manufacturer, an industrial automation company, three wineries, a lead product manufacturer, and a multi-tenant industrial park. Commercial uses include a retail lumberyard, a self-storage facility, auto repair and auto glass facilities, a veterinary clinic and a catering company. Retail uses include fast food and casual restaurants, a gas station, two Hispanic grocery markets, an art gallery, a children's clothing store and a multi-tenant antique mall. The Plan area also contains one office building, an 11-unit rental cottage development and three single-family homes.

While many property owners indicated in interviews that they had no immediate plans to redevelop their properties, several sites in the Plan area are currently for sale or anticipated to redevelop in the near term, as shown on Figure 1-7. The owners of the Nu Forest Products wood products manufacturing facility are planning to relocate their facility, and as a result the property owners are in the early stages of planning to redevelop their 8.1-acre property. A 23-room Garden Court Inn proposal has received design approval for a 1.8-acre site at 146 Healdsburg Avenue, where new cottages are proposed to be built around a rehabilitated building that was built in 1930 as a hotel near the train station and relocated to the site in 1937. The two-thirds acre site at 139 Healdsburg Avenue, which includes a vacant 1,945- square foot structure, is for sale. A 29,000 square foot structure on a 3-acre parcel at 44 Mill Street, which has been proposed for development in the past, is currently for sale.



Plan Area Land Use

Central Healdsburg Ave Special Plan Area

Central Healdsburg Avenue Plan

Figure I-5. Existing Land Use

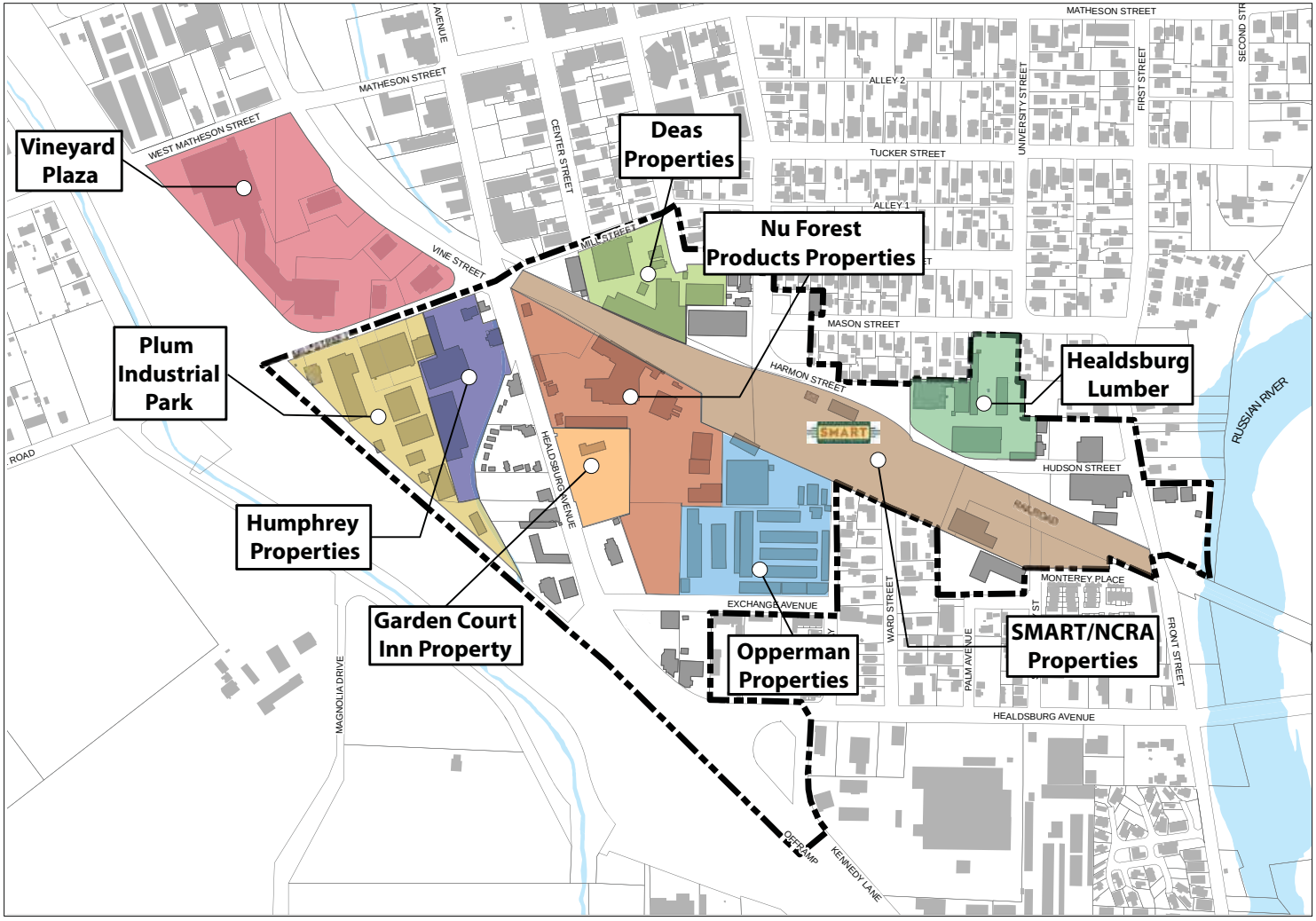


Figure I-6. Major Land Holdings

PLAN DEVELOPMENT PROCESS

In 2009, the Healdsburg City Council appointed a Central Healdsburg Avenue Special Study Area Committee (CHASSAC) to oversee the development of this Plan. Chaired by Mayor Tom Chambers, the CHASSAC included Planning Commissioners Phil Luks and Jerry Eddinger, architect Jon Worden, and public representative Ray Holley. In a series of public meetings, the Committee developed a Request for Proposals for the Plan's preparation, which included the following draft objectives:

- Beautify and enhance the image of Central Healdsburg Avenue as a primary entryway and key corridor used by visitors to the city and by residents.
- Link Central Healdsburg Avenue to the plaza area, including through the use of directional and way-finding signage. Set the framework for future streetscape plans at the city's other entryways by creating a "sense of arrival" for residents and visitors alike that avoids being contrived or inconsistent with Healdsburg's small-town charm.
- Set the framework for future streetscape plans at the city's other entryways by creating a "sense of arrival" for residents and visitors alike that avoids being contrived or inconsistent with Healdsburg's small-town charm.
- Promote the revitalization and economic vitality of existing and future planned uses in the Plan area by encouraging the kind of new development that supports a healthy community and reduces blight.
- Reduce vehicle speeds along Central Healdsburg Avenue and at the southern entrance to the plaza area while minimizing congestion or impacts on existing levels of service.
- Design for and promote pedestrian and bicycle use in the Plan area, linked to other parts of the community, including the historic depot area.
- Maintain and enhance vehicle ingress/egress to existing and planned uses in the area.
- Enhance the streetscape image to spur removal of blighted conditions such as abandoned and underdeveloped buildings and nonconforming signage and to encourage development of private property and buildings.
- Provide site planning and architectural design guidance for future expansion of existing development and for new construction consistent with adopted objectives within the Plan area.
- Provide for and encourage housing, including affordable housing, as part of a mix of uses and to activate the Plan area.
- Promote private/public partnerships for developments that could include a role for non-profits within the Plan area.

- Celebrate Healdsburg's natural surroundings by enhancing visual access to Foss Creek and other natural features, such as significant trees, and valuable historic resources in the Plan area.

In November 2010, the Redevelopment Agency of the City of Healdsburg engaged a multi-disciplinary consultant team led by Community Design + Architecture to prepare the Central Healdsburg Avenue Plan (this document).

PUBLIC INVOLVEMENT

This Plan grew out of the active engagement of a broad range of residents, stakeholders and business owners from Healdsburg and the surrounding area.

As part of the process to develop the Plan, the CHASSAC requested that the consultant team undertake a broad-based community outreach process. This request was based on the importance of the Plan area as a primary entry into Healdsburg and an anticipated need to build community support for potential transportation and land use changes likely to emerge from the study. As a result, the consultant team utilized a number of methods for communicating project issues, emerging solutions and gauging community support throughout the 10-month planning process. These included the following public involvement efforts.

The CHASSAC's bi-monthly meetings were open to the public, and opportunities were created for attendees to provide input, ask questions and comment on discussion topics at any given session. Attendance at these meetings ranged from 20-60 people depending on the topic. Meetings were noticed, and agendas, as well as minutes, were made available on the city's website.

Early in the process, it was agreed that the first several sessions of the CHASSAC meetings would benefit from an "educational forum" format, where the consultant team would provide a primer or overview of key issues, technical terms, best practices and lessons learned from similar communities on issues relevant to the Plan area. The purpose of these sessions was to inform the CHASSAC, as well as the community, about the inter-related issues and elements that would help shape future alternatives and the ultimate plan. This process resulted in four primary community forums – Transportation, Urban Design, Economic Development and Sustainability. Each session consisted of a 45-minute presentation followed by 30 to 40 minutes of questions and answers. Attendance ranged from 40 to 60 people at each session.

The City of Healdsburg Finance Department allocated a full page of the monthly insert to describe the project and early findings over its initial months. Starting in November 2010 and continuing for four months, a page was included in each month's utility bill – mailed to all residents of Healdsburg who receive water or electric utility service – which described the Plan area, the intent of the planning effort and the key messages presented at each Community Forum.

At the project's inception, a dedicated website (www.myhbg.tv/CHASSA) was created to provide an introduction to the project and serve as an ongoing

Screenshot from the CHASSA website

repository for all project progress materials. The site hosted technical reports, complete copies of presentations given at CHASSAC meetings, summaries from community workshops and surveys, and videos of consultant presentations at each of the four community forums. A Facebook page for the project was also developed and used to share information about upcoming meetings.

Relationships were developed with several local publications to keep the project's visibility high and announce important public meetings and workshops. Public notices of the early meetings and the community workshops were published in local periodicals to generate interest. The *Healdsburg Tribune* contributed a full page article prior to Community Workshop #1. The *Press Democrat* ran small announcements and summaries as the project progressed. Reporters from Healdsburg Patch, an online news and information platform, regularly attended and covered many of the project meetings and emerging plans.

As the process moved from broad land use concepts to more detailed design discussions, an online survey was created to generate input on the character and design essence of Healdsburg as a way to help develop design guidelines for the Plan area. The survey was announced in a variety of publications, made available from the project website and announced through a series of directed emails. Over 400 community members and visitors visited the survey and 256 individuals took the survey. The process yielded valuable design information and community consensus on key streetscape and urban design issues.

Two community workshops were held in 2011. Community Workshop #1 in March lasted over three hours and included the sharing of background information, followed by facilitated 'hands on' design and drawing discussions at tables of eight individuals. Attendance exceeded over 80 people, plus the full CHASSAC and various city leaders. The table groups were briefed on various options for freeway on- and off-ramps, the five-way intersection, railroad crossing locations, and land use and internal circulation within the Plan area. Ideas with the greatest support, such as a roundabout at the five-way intersection, maintaining a northbound off-ramp from Highway 101 onto Healdsburg Avenue, and adding a southbound on-ramp at Westside Road/ Mill Street, were incorporated into this Plan. Other concepts which did not have strong support, such as

adding a northbound off-ramp at Mill Street or closing the existing southbound on-ramp from Healdsburg Avenue, were not selected for testing and incorporation into this Plan.

Community Workshop #2 in August provided the consultant team an opportunity to present their preliminary recommendations for framework plans, land use alternatives, key transportation improvements and early design concepts. This workshop lasted over two hours and was attended by 50 community members. Exit surveys at each workshop gave high marks to the organization, content and quality of community dialogue.

Formal presentations were made at regularly scheduled meetings of key Healdsburg civic groups, including Kiwanis, Rotary (both mid-day and sunrise clubs), the Economic Development Council, the Senior Citizen Center and Soroptimists. Additionally a 1 hour work session was held with Tomorrow's Leaders Today, a program that is targeted to teaching leadership to high school seniors.

As a way to further build community awareness in advance of Community Workshop #1, a series of traveling exhibits was created spanning four weeks. Using a series of four 30" x 40" display boards, four locations around downtown Healdsburg were selected to host the display for a period of five to seven days. Following the open display period, a two-hour question and answer session was held at the site by one of the consultant team members. Additionally, comment cards and a dropbox were provided at each display site, yielding community-based comments.

At the conclusion of each community forum and the two community workshops, an exit survey was provided to attendees. Results were tabulated and used to evaluate the success of each event and inform planning and content development for subsequent events. Additionally, each survey provided a place for individuals to offer further comments such as areas of concerns, ideas that they supported and issues they felt needed further resolution.

Each of these methods had varying degrees of success in reaching the community and gathering valuable insights. The most productive method for communication was use of an accrued email list that was gathered over the course of the project from attendees at meetings and events. At the conclusion of the project, this list contained over 120 names.

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II. VISION AND GUIDING PRINCIPLES

This Plan represents the third chapter in the evolution of Healdsburg – helping to shape its form and character, while setting the stage for continuing its high quality of life. The previous two chapters include:

- The 1982 R/UDAT study, which presented alternative scenarios for effectively managing growth and building on the community's historic urban form. This seminal effort set the stage for public realm improvements that continue today, while describing new economic development futures for the community.
- With the 2001 opening of Hotel Healdsburg, the vision described in the R/UDAT report was made more tangible. The construction of the hotel, and the denial of the big box retail proposal that preceded it, illustrated the community's commitment to protect the sanctity of the Plaza, and the economic value of completing its western edge. This landmark building ushered in a new era of hospitality and culinary renown, exciting new architectural forms and place-making elements that have helped raise Healdsburg to national recognition.

With a goal of addressing underutilized, but likely to be developed, land surrounding an important gateway, the community has looked once again to its future. As part of the Plan process, the CHASSAC and community participants articulated the following vision for the Plan area.

VISION

The vision for the Central Healdsburg Avenue Plan area is as follows:

> *To create a distinct district that connects to, but is differentiated from, the existing downtown.*

Development will be promoted in the Plan area that adds to the City's economic vitality and diversity of housing options while continuing a legacy of entrepreneurial trades and encouraging the arts and hospitality, with the planned multi-modal transit center serving as a focal point for development. Healdsburg Avenue and Mill Street will be improved to improve the pedestrian realm, facilitate traffic movement without automobiles dominating the corridor, and foster a positive arrival sequence into downtown. Foss Creek will be re-introduced into the public realm as an open space feature, while improving its ecosystem. Public space will be emphasized both as an amenity as well as a means of enhanced pedestrian access.

GUIDING PRINCIPLES

The framework plans and design guidelines in this document are built upon eleven principles that are meant to continually guide future policy, investment, and development approvals. While various elements of the Plan may be modified over time in response to market demand, consumer preferences or regulatory requirements, the principles should endure, memorializing the essential intent of all elements of this Plan.

P1 - Develop a street network consistent with the existing scale and fabric of historic Healdsburg – The highly walkable character and comfortable pedestrian fabric found in the oldest areas of Healdsburg's is a result of their evolved and varied block/parcel pattern. New development should maintain this pattern with small blocks that help to create a fine-grained, inter-connected grid.

P2 - Choreograph an enhanced arrival sequence via Healdsburg Avenue to the downtown - Healdsburg Avenue provides the opportunity to create a sequence of events, "outdoor rooms" and experiences from the Highway 101 off ramp to the downtown. This should not be thematic 'window dressing' but a carefully-constructed set of experiences informed and shaped by the urban design of Healdsburg Avenue and existing and new buildings along the corridor.

P3 - Build on the Plan area's entrepreneurial and manufacturing legacy to create new employment The Plan area has evolved from truck farms to small and large industrial, service and trade businesses. The entrepreneurial spirit of Healdsburg in general, and the Plan area specifically, should be maintained through a combination of flexible building

sizes and uses, coupled with supportive economic development strategies that retain and incubate small employers.

P4 - Foster a broad mix of land uses – The economic success and resiliency of development in this area will be strengthened through a fine-grain, mixed-use strategy that includes residential, industrial, and retail uses sized to meet appropriate market demand.

P5 - Balance resident-serving and visitor-serving uses – Healdsburg's growth as a tourist destination needs to be capitalized upon, but not at the expense of losing its 'real community' ethos. New development should provide a mix of services and goods that serve both local and tourist markets.

P6 - Foster a diversity of housing options Residential development is a logical anchor use for the Plan area, given its proximity to downtown, future transit connections and open space assets. Residential development proposals of 10 units or more should include a diversity of housing types. This requires more than just varied floor plans and architectural style; designs should be varied in terms of their price points, target market and lifestyle, so the resulting residential neighborhood reflects the diversity of Healdsburg's existing neighborhoods.

P7 - Make alternatives to the private automobile easy – With the introduction of the multi-modal transit center at the depot, the opportunity exists to proactively encourage alternative forms of transportation for residents and visitors alike. Visible and accessible bicycle facilities (lockers, storage, trails and bike share stations) and comfortable and complete pedestrian networks should be provided to make available and encourage the use of alternatives to the automobile.

P8 - Provide safe and clear connections from downtown to the multi-modal transit center, the surrounding Plan area and the Ward/Palm neighborhood The existing neighborhood surrounding Ward and Palm Streets is within easy walking distance of downtown and its offerings. As freight and eventually passenger rail service begins, providing a safe and clear pedestrian crossing across the tracks will be a critical element to maintaining access to the transit center and the downtown for these residents.

P9 - Implement public investments that will catalyze improvements – Development in infill areas such as the Plan area require creative public-private partnerships to share investment responsibilities. Selective, well-conceived public investment will help catalyze new investment by the private sector. The City of Healdsburg needs to proac-

tively implement actions that will generate the greatest public benefit while helping to attract new investment to the Plan area.

P10 - Foster sustainable neighborhood development - The unique combination of infill sites within the Plan area and its proximity to a denser core of mixed uses, access to transit and the natural systems adjoining Foss Creek and the Russian River represent a significant opportunity to create a model sustainable neighborhood. Directing investment and policy to support high performance building techniques, using the City's own electric utility to explore expanded renewable sources, and a low impact approach to stormwater and infrastructure design are opportunities that should be capitalized upon as detailed plans are undertaken.

P11 - Respect private land ownership and market forces without losing a 'bigger idea' – The Plan area is comprised of many privately-owned properties. This Plan establishes the essential framework for development of the area over a 20+ year horizon. But ultimately the private markets will determine exact uses. As development is brought forward in incremental and individual efforts, this Plan's vision should not be lost. At completion, achieving the stated vision for the Plan area will rely on creating a district where its sum total is greater than its individual efforts.

FRAMEWORK PLANS

The framework plans in the following chapters lay out the broad parameters to organize investments in streets and other infrastructure and development in the Plan area. Framework layers include land use, building design, circulation, open space/recreation and utilities. The Implementation Framework sets out goals and action steps to realize the Plan's vision and includes a discussion of funding and financing sources for capital improvements in the Plan area.

III. LAND USE FRAMEWORK

The land use framework in this chapter provides guidance to property owners and developers and to the City regarding the redevelopment of privately-held land in the Central Healdsburg Avenue Plan area. The goal of this framework is to promote the cohesive transformation of the Plan area, which will occur over time in an incremental fashion. The ultimate purpose of a clear framework is to ensure the 'sum is greater than the individual parts' – so that individual actions over time ultimately result in a more vibrant, intensive and pedestrian- and transit-oriented set of land uses. This will be made possible through the redevelopment of individual properties, as well as the potential adaptive use of existing structures for new or intensified uses. These land use changes should complement and reinforce the public realm improvements described in Chapter V, Circulation Framework, and Chapter VI, Open Space Framework.

KEY INSIGHTS FROM MARKET ASSESSMENT

This section provides a summary of market conditions and trends affecting development in Healdsburg and in the Central Healdsburg Avenue Plan area specifically, and establishes the basis for modifications to current land use policies. The information in this section is based on the Healdsburg Economic and Market Analysis.[1]

1. Strategic Economics, April 25, 2011. Available for download at http://www.ci.healdsburg.ca.us/index.aspx?page=564

HEALDSBURG'S CHANGING ECONOMY

The Healdsburg economy has been changing over time, with significant growth recently in 1) retail and restaurants that reflect the city's growing prominence as a wine and food destination; and 2) related wholesale trade, food production and professional services. The current top employment sectors in Healdsburg are retail and restaurants; health, education and social services; professional and business services; transportation, communication and wholesale trade; and food production. With the exception of health, education and social services, these are also the fastest growing sectors in terms of number of jobs. Many of the new jobs are closely related to the growing appeal of Healdsburg as a center for food and wine-related businesses and an upscale leisure destination. The city is also seeing growth in the number of small firms, including software design, graphic design and other professional services serving the wine, food and tourism industry. Meanwhile, there has been a decline in employment in durable goods manufacturing, including lumber-related businesses.

Retail spending in Healdsburg has also changed over time, with a significant decline in auto-related retail, and growth in boutique retail and restaurants. Healdsburg's top retail store categories in terms of total retail sales are motor vehicles and parts stores, food stores, and eating and drinking places. Compared to the county, Healdsburg has a relative concentration of auto dealerships, eating and drinking places, and building materials. Sales at auto dealerships and related businesses have declined significantly over time. This decline has been counterbalanced by an increase in sales at restaurants and boutique retail stores, mostly located in the downtown. Many of the top generators of retail sales in Healdsburg are now restaurants. One of the implications of the shift toward visitor-serving retail is that an increasing proportion of Healdsburg's retailers are impacted by seasonal fluctuations in visitation, experiencing decreased revenues in the winter months. Businesses that rely on visitors are also more likely to be influenced by broader economic trends; while visitor-driven retail sales have increased dramatically over time, this has also resulted in more volatility during the current recession.

Spending at local-serving retailers that meet the daily needs of the resident population has remained flat over time and is unlikely to increase substantially without growth in the number of local residents. Resident-serving retailers in Healdsburg consist mainly of food stores, drug stores, and other businesses that serve the basic needs of residents. For less-frequent purchases such as apparel, electronics and home furnishings, residents are more likely to travel south to Windsor and Santa Rosa, which offer a greater concentration of stores that sell "comparison goods". Because these kinds of retailers depend on access to a critical mass of households, they are less likely to locate in Healdsburg. As a result, despite the significant amount of retail spending by Healdsburg residents that "leaks" outside Healdsburg, there is limited potential for additional local-serving retail uses. To the extent that additional residential development occurs in Healdsburg, this may help to support additional retail that caters to locals.

HOUSING

The Healdsburg housing market has been relatively strong, with homes retaining their value better than other parts of Sonoma County during the recent housing downturn. One of the reasons Healdsburg housing has held its value is because the demand for housing in the city has outpaced new supply.

Healdsburg demographics have been shifting toward smaller households and singles, which suggests that a growing proportion of housing demand will be for townhouses and multi-family units. Nearly 30 percent of the population is currently aged 45 to 65; as the "Baby Boomer" generation moves into retirement, this will have an impact on housing demand. Under a moderate growth scenario, it is projected that there will be demand for an additional 945 housing units in Healdsburg between 2010 and 2030.[2] Of that demand, it is assumed that approximately one-third would be for multi-family housing, which is consistent with broad development patterns in Sonoma County over the past decade. Absent restrictions, it would be reasonable to assume that a significant number of multifamily units could be developed in the Central Healdsburg Avenue Plan Area.

Healdsburg's Growth Management Ordinance (GMO), however, deters larger projects and therefore limits the types of housing that would cater to the wide variety of households expected to want to live in Healdsburg. Although the text of the GMO limits only the amount of housing built annually, it functionally also dictates the types of housing development that can occur in Healdsburg. Multi-family housing (even of the low-rise scale that would be most likely developed in Healdsburg) is very difficult to build in small increments, such as is allowed by the GMO. Therefore, the significant portion of projected housing demand that is for multi-family units is not likely to be met with the GMO in place in its current form.

Without adjustments to the GMO, most new housing will continue to be in the form of small-scale single-family development that is not affordable to workforce households. Infill and redevelopment projects require significant up-front investments in environmental remediation and infrastructure. The risk and holding periods associated with limitations under the GMO would likely dissuade most multi-family developers from making the investments necessary to make redevelopment successful.

PLAN AREA DEVELOPMENT POTENTIAL

The Central Healdsburg Avenue Plan area has historically had a concentration of businesses related to the lumber and manufacturing industries. However, the types of businesses in the Plan area have been shifting to include smaller, service-oriented businesses, including some retail and professional services. While Healdsburg as a whole and the downtown area have experienced net gains in employment in the last two decades, Plan area employment actually declined from 1990 to 2010. A loss of jobs in the durable goods manufacturing sector is the primary cause of this decline.

2. Strategic Economics, *Healdsburg Economic and Market Analysis,* p. 5 .

Although total employment in the Plan area has dipped, the total number of business establishments has risen, reflecting the shift from large manufacturers to small service-oriented businesses. Retail, restaurants, and professional and business services, which have fueled the job growth in downtown Healdsburg, have also grown substantially in the Plan Area. This indicates that the Plan area has the potential to attract additional businesses in the growing wine- and tourism-related industries in the future, particularly as the downtown continues to perform well in those sectors. While building materials retailers continue to constitute the majority of retail sales and jobs in the Plan area, there is a growing recognition by property owners that more intensive land uses are likely to generate higher values for their properties over the longer term.

The market is expected to favor the following kinds of uses for future development in the Central Healdsburg Avenue Plan area:

- Residential types that capitalize on Healdsburg's high quality of life and the Plan area's proximity to downtown shopping and restaurants. This might include housing for full-time and/or part-time residents and could consist of townhouses or multi-family units. These residential uses will also benefit over the longer term from the location near the transit center, which will provide convenient access to Santa Rosa and other job centers. As mentioned above, the GMO restricts the ability of developers to deliver the types of multi-family residential projects that would serve this demand. Absent changes to the GMO, it is unlikely that a significant amount of multi-family residential development will be built in the Plan area.
- Visitor-serving uses such as a hotel and supporting retail and restaurants that build on the growing importance of the city as a food and wine destination. The success of lodging, retail and restaurants in the downtown indicates that there is pent up demand for additional visitor-serving uses. These kinds of uses will be more likely to succeed if a larger property is redeveloped to include on-site amenities and retail (as opposed to a hotel alone).
- Space for a mix of small, service-oriented businesses related to the wine and food industry. These could include small offices, live-work units, and flexible space that could be used by a range of businesses related to wholesale trade and food production.

Much of the recent growth in Healdsburg's economic activity has been focused in and around the downtown; however, the geographic extent of these activities has remained largely the same over time. Downtown Healdsburg has a high concentration of retail, restaurants, lodging and other businesses that have been increasing in terms of employment and retail sales. Growing demand for retail space in Healdsburg has resulted in rising rents; however, the extent of the downtown shopping area is limited to areas that offer a pleasant pedestrian environment and continuous store frontage. Retail spaces that front on the plaza command premium rents, but this premium drops off

rapidly on adjacent streets. Thus, enhanced pedestrian connections and other public realm improvements have the potential to increase overall retail sales.

A pedestrian-scale, mixed-use environment in the Plan area will require a significant investment in design features that make the area more appealing to those walking from the downtown area. All of the potential uses will benefit greatly from infrastructure improvements that improve physical and visual connections between the downtown, and the Central Healdsburg Avenue Plan area and transit center.

LAND USE POLICY

Striking a balance between respect for private rights and the greater public good is an important principle of the land use framework. Existing uses within the Plan area, particularly employment-generating uses, are allowed and encouraged to remain as long as their owners wish to maintain them. Additionally, because the preferred land use pattern is an eclectic mix of uses, an overly prescriptive regulation of allowable land uses would not be appropriate. However, as land holdings are redeveloped, certain land uses should be emphasized in some portions of the Plan area to facilitate an ultimate land use program that supports the larger vision for the Plan area.

For example, due to noise and air quality impacts and existing industrial uses, some areas adjacent to Highway 101 and the railroad tracks are more appropriate for industrial uses. Areas adjacent to existing residential neighborhoods, are particularly appropriate for residential development. Areas along Healdsburg Avenue, Mill Street, Harmon Street and Front Street, are among the most visible and accessible locations in the Plan area and are best suited to mixed-use development both because of their accessibility and the desire to concentrate retail uses along Healdsburg Avenue rather than having them dispersed throughout the Plan area. Mixed use includes vertically mixed-use development that incorporates two or more uses in a single structure and horizontally mixed-use development that places different but compatible uses side by side.

Figure III-1 shows the Land Use Framework based on the following General Plan land use designations.

MIXED USE (MU)

This designation provides for nonresidential uses, including retail, office, services, visitor accommodations, public and quasi-public uses when compatible with the overall purpose and character of the designation, and similar and compatible uses that serve residents and/or visitors in a manner that does not undermine the role of the downtown as the commercial center of Healdsburg. Where a mix of uses is proposed on the same site, residential development up to 16 units per acre may be combined with nonresidential uses when compatible with allowable nonresidential uses on the same and adjoining sites and designed to minimize impacts on residents from noise and other elements typically associated with a thriving commercial area. Stand-alone residential development may be allowed on a site provid-

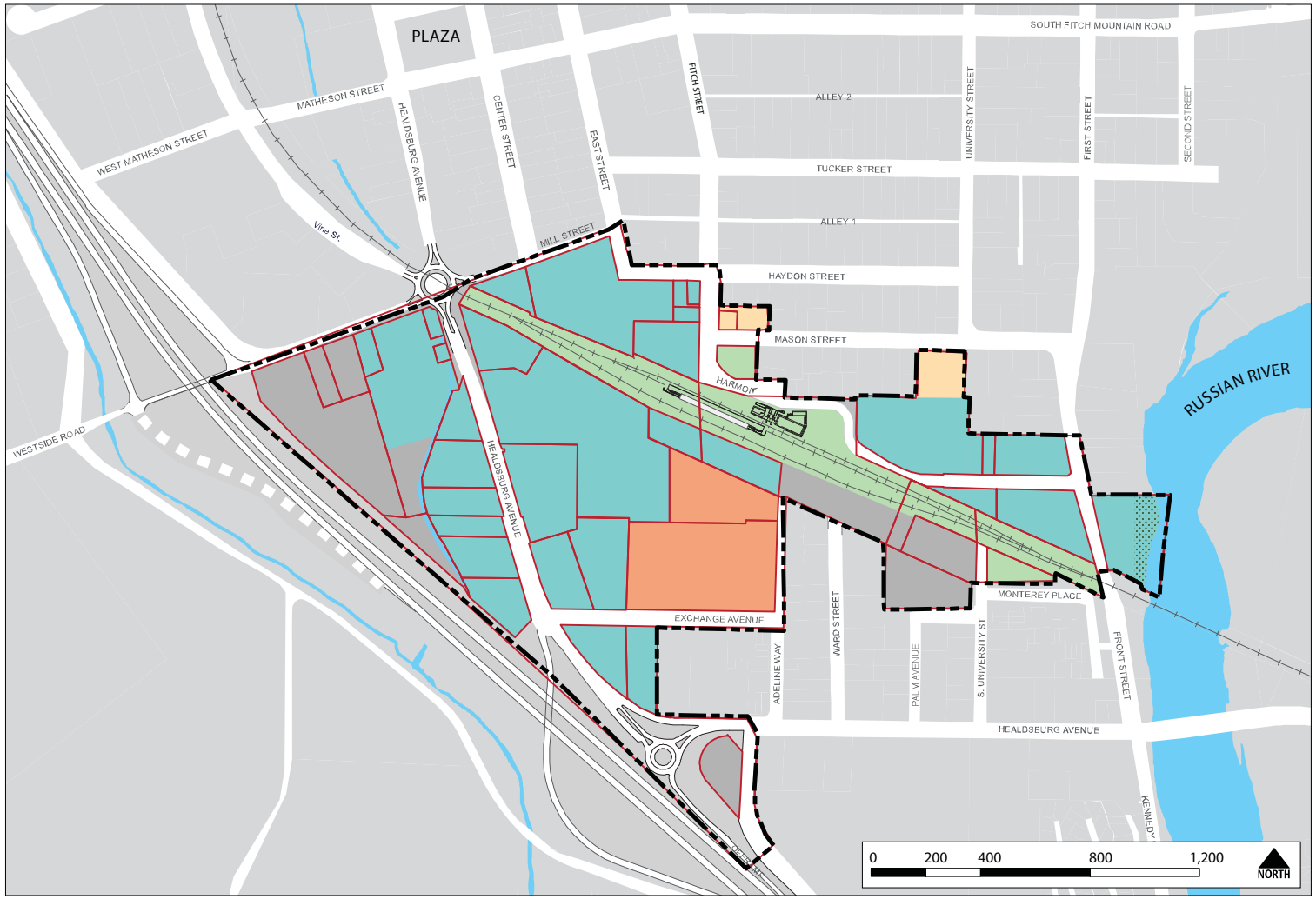

Fig. III-1: Land Use Framework

- Central Healdsburg Ave. Plan Area
- Industrial
- Mixed Use
- Transit Residential
- Medium Density Residential
- Public/Quasi-Public
- Riparian Setback
- Planned Roundabout
- Planned Southbound On-ramp

ed it does not undermine the overall purpose and character of the designation. Single room occupancy units and efficiency units of 500 square feet or less shall be counted as one-half unit for purposes of calculating density under this land use designation. Residential density bonuses may be granted consistent with state law and the City's housing incentives program. The maximum allowable floor area ratio (FAR) in this designation is 1.0; residential floor area shall not be counted when calculating the maximum FAR.

INDUSTRIAL (I)

This designation provides for industrial parks, manufacturing, warehouses, wineries, lumber mills and storage yards, research/office parks, health clubs, offices, retail sales and rentals incidental to products manufactured, warehoused or stored on-site public and quasi-public uses when compatible with the overall purpose and character of the designation, and similar and compatible uses. The maximum allowable floor area ratio (FAR) for non-residential uses is .50; residential floor area shall not be counted when calculating the maximum FAR. Multi-family residences for owners and/or employees of on-site industrial uses, including live/work facilities, single room occupancy units and efficiency units are allowed at a density of up to 16 dwelling units per gross acre if they are clearly subordinate to the industrial uses and designed to minimize impacts on residents from noise and other elements typically associated with a thriving industrial area. Residential density bonuses may be granted consistent with state law and the City's housing incentives program. Single room occupancy units and efficiency apartments of 500 square feet or less shall be counted as one-half unit for purposes of calculating density under this land use designation.

TRANSIT RESIDENTIAL (TR)

This designation provides for single-family units, multi-family units and mobile home parks within the density range of 10 to 30 units per gross acre, public and quasi-public uses when compatible with the overall purpose and character of the designation, and similar and compatible uses. Density bonuses for affordable and senior housing may be granted consistent with state law and the City's housing incentives program. Single room occupancy units and efficiency apartments of 500 square feet or less shall be counted as one-half unit for purposes of calculating density under this land use designation.

MEDIUM DENSITY RESIDENTIAL (MR)

This designation provides for single-family units within the density range of 3 to 6 dwelling units per gross acre, public and quasi-public uses when compatible with the overall purpose and character of the designation, and similar and compatible land uses. Clustering of lots and dwelling units is

encouraged to protect natural and/or scenic resources, and/or to avoid geologic hazards. Density bonuses for affordable and senior housing may be granted consistent with state law and the City's housing incentives program. Small lot subdivisions that allow smaller than standard-sized lots in return for a restriction on dwelling size may be allowed to incorporate density bonuses to promote affordable housing production.

PUBLIC AND QUASI-PUBLIC (PQP)

This designation provides for government-owned facilities, public and private schools, parks and quasi-public uses. New residential uses are prohibited, with the exception of transitional and emergency housing facilities and dwellings for watch or caretaking personnel associated with commercial or industrial uses. The maximum allowable floor area ratio is 1.0.

RIPARIAN SETBACK (RS)

This designation provides for a 100-foot setback from the Russian River, a 35-foot setback from Foss Creek, and a 25-foot setback from other streams with riparian vegetation and/or aquatic life, as measured from the top of the existing or proposeed bank, whichever is grater. The riparian setback requirements will apply to the east side of the Russian River north of Healdsburg Avenue only upon cessation of current sand and gravel extraction operations.

PLAN AREA BUILD-OUT ESTIMATE

Although many existing uses within the Plan area are not anticipated to redevelop, and the exact composition of planned redevelopment is not known, in order to develop a conservative set of program assumptions for traffic and infrastructure modeling, a build-out estimate was developed assuming that 100% of the Plan area was redeveloped based on the Land Use Framework and the assumptions listed in Table 3-1. The buildout estimate assumes that surface parking lots are provided for all nonresidential uses, and that on-site parking is provided for all residential uses, in accordance with the land use code.

The resulting land use program and a comparison to the existing uses are shown in Table 3-2. The significant decline in retail/commercial in the build-out estimate is due primarily to the assumed redevelopment of the existing self-storage facility, a commercial use. In the build-out estimate, retail/commercial uses are focused along Healdsburg Avenue, often on the ground floor of mixed-use buildings.

To enable this land use vision to occur, changes to the City's General Plan, Land Use Code and Growth Management Ordinance are required. These are described in the "Land Use Implementation" section in Chapter VIII, Implementation Framework.

Table 3-1. Assumptions for Plan Area Build-Out Estimates

DESIGNATION	NET ACREAGE OF DEVELOPMENT	NUMBER OF DWELLING UNITS	MAX. FAR	MAX. SITE COVERAGE	MAX. DU/AC	NUMBER OF STORIES	USES
Mixed Use	21.9	105	1.0 (not including residential)	60%	16	3 to 4	Office/institutional/ hospitality (55%), retail (28%), residential (17%)
Residential	8.3	226	n/a	40%	30	2 to 3	Attached residential
Industrial	8.7	0	0.5	50%	n/a	1	Industrial

Table 3-2. Plan Area Build-Out Estimate

LAND USE	EXISTING	PROPOSED	NET CHANGE
Residential (du)	14	331	317
Office/Institutional/ Hospitality (sq. ft.)	22,596	414,000	391,404
Retail/Commercial (sq. ft)	296,731	126,000	(170,731)
Industrial (sq. ft)	313,666	145,000	(168,666)

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IV. BUILDING DESIGN FRAMEWORK

This Plan's guidance for the design of sites and buildings in the Plan area includes a Frontage Framework that describes four different types of frontages, and an overall set of design guidelines for development in the Plan area.

FRONTAGE FRAMEWORK

The Frontage Framework, accompanying figures and Framework-specific guidelines illustrate the desired relationships between building frontages and adjoining streets and public spaces. These guidelines are meant to be achieved incrementally as individual properties are redeveloped, resulting in a diverse, but cohesive streetscape. General guidance for site and building design for new development can be found in the Plan Area Design Guidelines Section of this chapter. Terms in italics are defined in the Glossary, Appendix B.

Figure IV-1 shows the four frontage types. As individual properties are redeveloped, Urban Frontages may be substituted for some Walkable Frontages in areas with active ground floor uses.

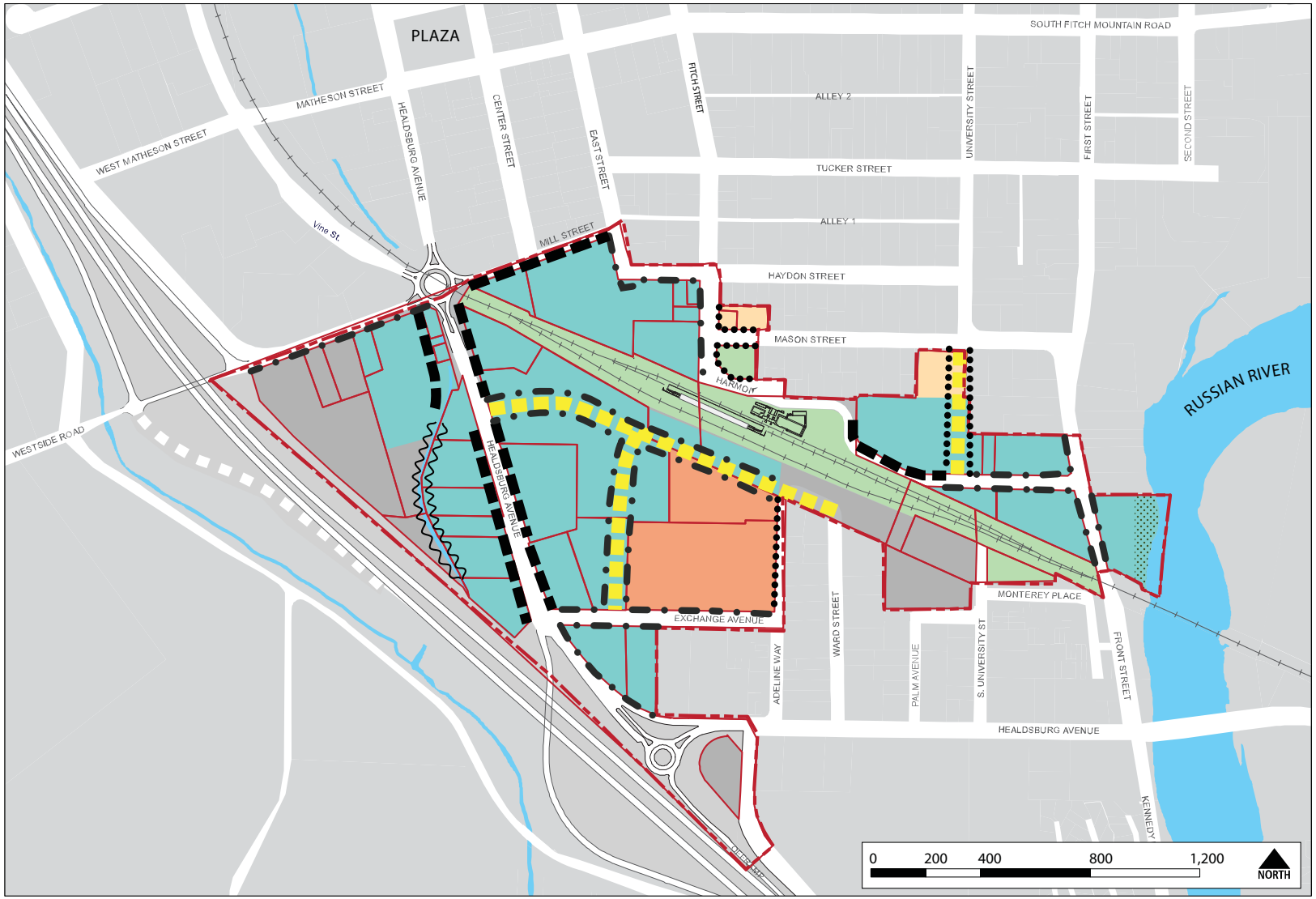


Fig. IV-1. Frontage Types Framework

- Central Healdsburg Ave. Plan Area
- Primary New Streets
- Planned Southbound On-ramp
- Planned Roundabout
- Industrial
- Mixed Use
- Transit Residential
- Medium Density Residential
- Public/Quasi-Public
- Riparian Setback

Frontage Types:

- Urban
- Neighborhood
- Walkable
- Creek

URBAN FRONTAGE TYPE

Along Healdsburg Avenue and near the transit center, where the highest levels of foot traffic are expected and some of the most desirable development sites exist in the Plan area, the Urban Frontage type is most appropriate. The Urban Frontage type is also appropriate for the western side of the daylighted reach of Foss Creek planned along the west side of Healdsburg Avenue near the five-way intersection, in order to create a lively, walkable and urban relationship between adjacent development and the creek (See Figure IV-2).

Buildings with Urban Frontages should relate directly to the sidewalk, but they may incorporate pedestrian-accessible alcoves or niches to create a varied street edge and provide additional open space and visual interest. This pattern of clear building edge with small gathering areas is an important part of the existing street character of Healdsburg Avenue from Matheson to Piper Street. Setbacks should be treated as extensions of the sidewalk or as *outdoor rooms*, and may incorporate seating, landscaping, art displays, shade structures and overhangs.

Urban Frontages must have active uses on the ground floor, such as retail shops, eating and drinking establishments, customer service uses and certain civic and cultural uses. Ground floor residences are not permitted, and commercial uses with few or no customer visits are discouraged. In mixed-use developments that include residential uses, eligible active uses could include shared facilities such as common areas, lobbies and sales offices, provided that these facilities can be entered directly from the adjacent sidewalk.

While the desired active uses may not be immediately viable economically, it is important that buildings along Urban Frontages be designed to accommodate these uses as the market matures, even if less-active uses occupy the space initially. High ceilings (at least 15 feet for a minimum depth of 30 feet) and large, street-facing windows and doors are key elements of Urban Frontages to facilitate views of interior activities.

Parking in front of buildings on Urban Frontages should only be on-street curb parking. Off-street parking facilities, whether surface or structured, are not permitted along an Urban Frontage unless lined by an active use on the ground floor. Curb cuts and driveways should be minimized on Urban Frontages, with parking facilities accessed from side or rear streets where feasible.

Urban Frontage Type Examples

Examples of outdoor rooms.

URBAN FRONTAGE GUIDELINES

The following guidelines apply to Urban Frontages:

- Projects should have a building façade, *outdoor room*, entry *forecourt* or plaza located at the sidewalk.
- Building facades fronting onto outdoor rooms or otherwise visible from the sidewalk should adhere to the transparency requirements for this frontage type.
- This frontage type should have frequent entries, which encourage a high level of activity between the public and private realm. Entry spacing should not exceed 50 feet from one another, and more closely-spaced entries are desirable.
- Entry types may include *awnings*, *courtyards*, *forecourts*, *arcades* and *galleries*.
- Parking is not allowed as the primary use along Urban Frontages.
- Parking should not be visible from primary frontage sidewalks.
- Curb cuts should be avoided.
- Façades should contain a minimal amount of *blank wall* (walls without windows). Blank walls should not exceed 8 feet in width.
- Minimum first floor-to-floor height should be 15 feet.
- First floor access should be at sidewalk grade.
- Glazed area and transparency should be maximized on the ground floor to allow for a high level of interaction between the public and the private realm. The glazed area of the first floor should be a minimum of 75% of the building façade. Glazed entry doors, as well as transom windows and display windows, may be counted toward the minimum glazed area. At a minimum, glazing should be located in the area of the façade between three and seven feet above the adjacent interior finish floor elevation.
- Windows should contain 100% clear glass along frontages and should not be reflective.
- The rear and side elevations of structures which are observable from abutting alleys, parking lots, sidewalks and streets should provide an attractive visual image.
- Where parking lots adjoin the rear of buildings, rear store entrances and pass throughs to the street are encouraged.

Urban Frontage Type Examples

Figure IV-2a. Urban Frontage Type Plan - Adjacent to Daylighted Reach of Foss Creek (West Side of Healdsburg Avenue, South of the five-way)

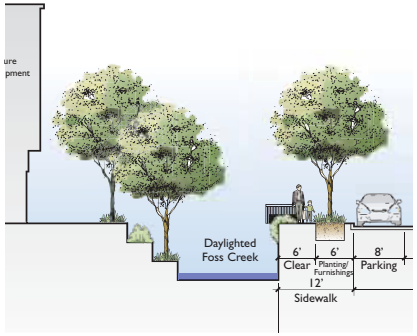


Figure IV-2b. Urban Frontage Type Section

WALKABLE FRONTAGE TYPE

Walkable Frontages are intended for areas where a walkable streetscape is important, but the relationship between interior uses and the street is less active than Urban Frontages. However, transparency should allow for some interaction between the public realm and interior spaces, particularly where the more public interior spaces front onto streets and open spaces. Along Walkable Frontages, buildings may be set back slightly, with landscaping between buildings and the sidewalk. However, as with Urban Frontages, on-site parking areas are not permitted along streets. Building entries may be more widely spaced and window openings may be smaller and less frequent than along Urban Frontages. Parking areas may be located to the rear or side of buildings, provided that parking areas adjacent to sidewalks are appropriately screened.

WALKABLE FRONTAGE GUIDELINES

The following guidelines apply to Walkable Frontages:

- Frontages should have either a building façade or an *outdoor room* at the sidewalk edge, to the greatest extent possible. Building facades can be set up to 15 feet from the sidewalk to allow for landscaping between the sidewalk and building.
- Surface and structured parking are not allowed between buildings and the sidewalk, but may be present on the sides of buildings for up to 30% of their length.
- Parking facilities and curb cuts must be located at least 30 feet from intersections with Urban Frontages.

Walkable Frontage Type Examples

Walkable Frontage Type Examples

- Parking must be buffered from the sidewalk according to the guidelines in the Off Street Parking Guidelines portion of the Plan Area Design Guidelines, as well as the parking standards found in the Healdsburg Design Review Manual.
- Entry spacing should not exceed 100 feet and more closely spaced entries are desirable.
- Entry types include *awnings, courtyards, forecourts, arcades* and *galleries.*
- Blank wall widths should not exceed 18 feet along primary lot frontages and 20 feet along secondary lot frontages, to ensure that frontages do not create long stretches of inactive space along the public realm. Blank walls should be softened with architectural details (preferred) or landscaping.
- Windows should contain 100% clear glass along frontages when possible. For this frontage type, shades and frosted glass may be used as temporary or partial coverage for added privacy and sun protection.

NEIGHBORHOOD FRONTAGES

Across the street from existing residential uses at the perimeter of the Plan area, or along new streets within the Plan area that are exclusively residential in character, the Neighborhood Frontage type is most appropriate. Neighborhood Frontages are designed to emulate the character of Healdsburg's historic residential neighborhoods, which feature a mix of architectural styles and eras, a diverse but cohesive pattern of narrow lot widths, recessed or rear garages accessed from alleys or narrow side driveways, frequent front porches and entries, tree-lined sidewalks with landscaped planting strips, and landscaped front yards and fences. This frontage type is intended to create a highly-walkable environment and an attractive, safe and comfortable neighborhood character. A varied range of housing types and densities can be accommodated within this frontage type.

NEIGHBORHOOD FRONTAGE GUIDELINES

The following guidelines apply to Neighborhood Frontages:

- Building facades on primary frontages should include elements such as:
  - Frequent front porches, raised at least 15 to 24 inches
  - Entries facing the street
  - Consistent, landscaped front setbacks that relate to existing residential setbacks across the street, where appropriate
  - Picket or other visually-permeable fencing up to 48 inches in height, where desirable
- *Blank walls* should not exceed 10 feet in width.

Neighborhood Frontage Type Examples

- Facades on primary frontages should relate in an open and welcoming manner to the street.
- At a minimum, glazing should be located in the area of the façade between 3'0" to 6'8" above adjacent interior finish floor elevation.
- At least one entry per unit or a main lobby for multi-family projects should be provided onto a building's street frontage.
  - Entries should include a porch, stoop or lobby, which should be sheltered from the elements with an awning or other overhead structure. Residential awnings should be structural.
  - Buildings should reflect variety in massing and architectural style.
  - Surface parking should slot along Neighborhood Frontages.

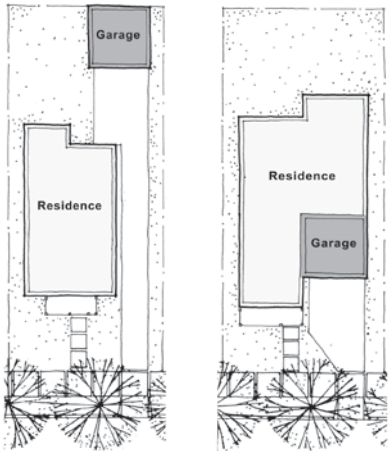


Figure IV-3. Curb cuts that are single-vehicle width can widen out to accommodate two car garages set back from the street.

Creek Frontage Type Examples

- Residential garages should not exceed 35 percent of Neighborhood Frontages.
- No curb cuts should be within 30 feet of street intersections or within 30 feet of the Urban Frontage Type.
- Curb cuts for single-family units should have a single-vehicle width between the building façade and the street. Driveways may widen out to allow two-car garages located toward the rear of the lot (see illustration on previous page).

CREEK FRONTAGE TYPE

The Creek Fron building and site frontages along the creek will need careful attention. Along Creek Frontages, a naturalistic, ecologically-appropriate landscape strategy, consistent with the *Russian-River Friendly Landscape Guidelines,* is desired, with larger setbacks from the creek and a multi-use path along the western side. Buildings adjacent to these Creek Frontages should provide informal surveillance ("eyes on the creek") and increase safety. New buildings may also provide entries to allow their employees and customers to easily access the creek.

CREEK FRONTAGE GUIDELINES

The following guidelines apply to Creek Frontages:

- All buildings should have windows facing the creek to provide informal surveillance ("eyes on the creek") and increase safety.
- Exceptions to the setback requirement (such as a reduced setback of approximately 20 feet) could be appropriate at Urban Frontages along the western side of Foss Creek between Mill Street and New Street A. A reduced setback could allow the creation of intimately scaled pedestrian promenades, outdoor seating areas, and walkways without compromising the creek's ecological function.
- Buildings, structures, and other improvements shall be set back a minimum of 35 feet from the top of the existing bank of Foss Creek and 100 feet from the top of the existing bank of the Russian River, in accordance with the Land Use Code.
- Fencing is discouraged. Where necessary for security, fencing should be visually permeable, durable and attractive.
- Service areas (such as loading docks, outdoor storage and trash enclosures) are prohibited.

PLAN AREA DESIGN GUIDELINES

The general intent of these guidelines is to promote new development that fulfills the Vision and Principles for the Central Healdsburg Avenue Plan as the Plan area evolves and changes as new uses are introduced.

These guidelines define ways in which potential conflicts between different uses can be managed to enhance the livability for current and future area residents and promote the enhancement of frontages along streets and Foss Creek to create an engaging interplay between private development and the public realm.

These Design Guidelines are also intended to help property owners, developers and city staff understand how a project can fit into its context to enhance the Plan area's livability and quality of place. City staff can also utilize these guidelines to measure project performance in meeting the goals set for the Plan area and making recommendations on project approvals based on a consistent set of policies. Residents can gain predictability and a general sense of how future development can minimize impacts to enhance the area's livability. These guidelines are intended to supplement the standards found in other City of Healdsburg documents, such as the Land Use Code and Design Review Manual.

SITE DESIGN

"Site design" refers to the placement and relationship of buildings, open spaces, parking and service areas on a site. To a great degree, site design sets the overall tone for the Plan area through the way buildings address the public and private realms and the relationships between them.

SITE CONTEXT GUIDELINES

- An infill project should not be designed in isolation when there is a solid and discernable neighborhood development pattern on the same block or street. A new building should factor in the significant surrounding characteristics, which may include its location within Healdsburg as well as neighboring lot size, scale of buildings, setbacks from property lines (front, side and rear), building placement, location of yards and windows, and use.
- Infill projects that span more than one block should develop in distinct segments that reflect the horizontal scale of the neighboring lots and buildings, where appropriate.

This corner building treats both sides as primary frontages.

- Large project sites should be broken up by streets, pedestrian pass-throughs or open spaces, as discussed in the Circulation Frameworks.

BUILDING ORIENTATION GUIDELINES

- Buildings should be sited to maximize their presence along the *public realm*, which is defined as streets, walkways, waterways, public plazas, *outdoor rooms,* and open spaces. The *street frontage* of a lot should provide direct access to and from the public realm.
- The most active spaces of a building and use should front onto the *public realm*. Active spaces include storefronts, dining areas, offices, living rooms, the work portion of live-work units, conference rooms, lobbies and reception areas. More passive uses, such as parking lots, storage areas, restrooms, and bedrooms, as well as warehousing and distribution areas, should be relegated away from the public realm as much as possible and should be appropriately screened where present.
- Locating active spaces and their building doors/entrances and windows to look out onto public spaces, streets and parking areas increases natural surveillance and "eyes on the street" as recommended by Crime Prevention Through Environmental Design strategies.
- Massing at street corners should visually define the space of the intersection. Prominent elements that are integral to the building, such as towers, chimneys, stairs and entries should be used to create landmark features. Elements should be proportioned in relation to the average height of the building, other buildings at the intersection and the span of the intersection.
- If buildings are not located directly at street corners, buildings should form a comfortable and interesting space at the corner for the public to use, such as an *outdoor room* or entry plaza.
- Building massing and orientation of roof ridgelines should consider solar access and methods for incorporating renewable energy options such as solar-generated heat and electricity systems.
- Buildings, structures and other improvements shall be set back a minimum of 35 feet from the top of the existing bank of Foss Creek and 100 feet from the top of the existing bank of the Russian River, in accordance with the Land Use Code.

BUILDING ACCESS LOCATION GUIDELINES

- Entrances should be located to provide direction to persons approaching a building on foot, thereby encouraging a sense of equality between pedestrians and drivers.
- The *primary frontage* of a building should contain the primary entrance(s) to the uses within the building. Secondary or more minor entrances may be located on secondary lot frontages along secondary streets, parking lots, alleys and pedestrian pass-throughs.

(Encourage) Recessed building entries can expand the pedestrian realm by creating inviting semipublic spaces, such as dining areas and outdoor rooms.

This building creates a quality frontage by orienting active uses (in this case, a restaurant, lobby, and bar) to the sidewalk and provides direct visual and pedestrian access between active uses and the sidewalk.

(Encourage) Even industrial uses can employ decorative main entrances to provide an active frontage along the street.

Figure IV-4a & Figure IV-4b. Building Access Location Guideline - Where driving will be the predominant mode of arrival, primary entries should be oriented towards the parking lot as well as the street

- Building entrances should be directly connected (i.e., using the shortest possible path) to sidewalks, courtyards, pedestrian paths, walkways internal to the site from parking lots, pedestrian pass-throughs, and public plazas and open spaces.
- Where the majority of visitors will access a building from the parking lot, building entrances should be located so that they address both the parking lot and the street.

OFF-STREET PARKING GUIDELINES

Off-street parking is regulated in Sections 20.16.140 through 20.16.185 of the Land Use Code. Within the Plan area, the following additional guidance applies:

Parking Location

- Surface parking lots and structures that front onto a public sidewalk should be minimized to the greatest extent feasible. Instead, the majority of the frontage facing the public realm should be lined with buildings or elements that activate the street. Options for parking locations, from most- to least-preferred, are:
  - At the rear of the property, where it may front onto alleys
  - Within a parking podium at grade or partially below grade at rear or interior of lot
  - At the side of the property
  - Fronting a secondary street
  - Fronting a primary street, only where necessary and where limited to no more than one single-car garage entry per 30 feet of primary frontage.
  - See Frontage Types sections for additional guidance on location of off-street parking.

Podium Parking

- Podiums should be designed as an integral, aesthetic frontage of the building. Openings should use decorative grills or landscape screens to create interest and prevent frequent, blank voids along the street.
- Podiums should not extend beyond the main building façade unless they are designed as balconies and meet blank wall guidelines.
- If a podium has a landscape buffer setback, it should contain elements that buffer the podium from the public realm with a high level of detail and a variety of elements such as tall shrubs, landscape structures (e.g., decorative fences and walls, trellises), trees and ground cover to create a dynamic frontage.

Surface Parking

- Safe and attractive walkways should be incorporated within surface lots.
  - Walkways associated with parking lots should lead to meaningful destinations, such as building entrances, sidewalks, plazas, and open space.
  - Pedestrian paths through parking lots should be continuous and distinguished by curbs and/or contrasting or patterned pavement.
  - Walkways associated with parking lots should be shaded by trees or landscape structures to provide comfortable pedestrian environments.
  - Decorative paving materials may be used to soften the appearance of driveways and parking areas. The use of light-colored paving materials is also encouraged to help reduce heat islands. Use of such materials, however, must comply with the surfacing requirements of the Land Use Code.
- Parking lot lighting should be sized appropriately for the type of use and should include pedestrian-scaled lights throughout, particularly along walkways. Lighting for industrial and warehousing parking lots should, at a minimum, provide pedestrian-scaled lighting along walkways where truck traffic is not expected. Lighting should be directed on-site and should not spill up or outward.

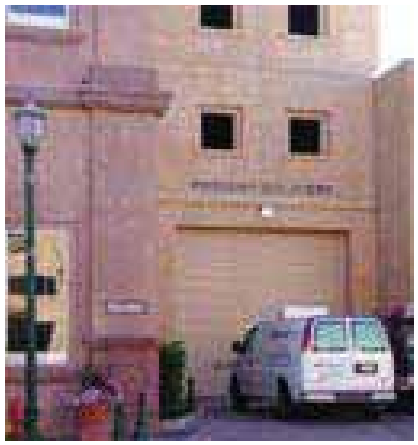
(Avoid) A bank of single-car garages creates too much inactive frontage along the street.

(Encourage) Multiple garages may be accessed from an alley.

(Encourage) Two one-car garages at the primary frontage are minimized by physical separation

(Encourage) A decorative, grilled opening and landscaping make this podium level an attractive feature of the building.

Right: (Encourage) A parking lot designed to acknowledge that drivers become pedestrians once they park their cars by providing an attractively-landscaped walkway that is wide and raised above the parking stalls.



(Encourage) This one-way loading facility exits on the other side of the building, minimizing its impact on both of the affected streets.

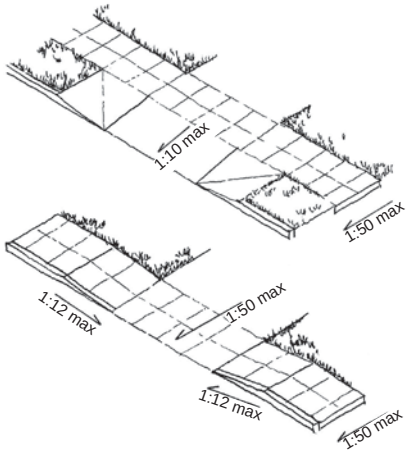


Figure IV-4. Driveway Treatments (Encourage) Alternatives for driveway treatments at sidewalks that create even walking surfaces.

OFF-STREET LOADING AND DRIVEWAY GUIDELINES

Off-Street Loading

- Where feasible, one-way or direct-through access for loading and services is encouraged to reduce the presence of these activities on street frontages.
- Loading areas and access lanes should be physically separated from parking via a combination of curbs, bollards, walls, raised planters, landscaping, distance and/or elevation changes in order to break up the perceived amount of paving.
- Clear right-of-way and parking restrictions signage should be provided where truck, auto, bicycle and pedestrian conflicts may occur within a parking lot or along the curb of a public street.

Driveways

- Driveways and ramps should be located and designed to minimize contact among drivers, pedestrians and bicyclists, as well as with vehicles on adjacent streets. Minimizing driveways also creates more space for on-street parking, street trees, and street furnishings.
- Driveway and entry widths should be narrow in order to minimize their presence along streets.
- Uneven sidewalk surfaces should be avoided where driveway slopes cross sidewalks. Sidewalks should remain level and continuous to signal to drivers that they are crossing a pedestrian pathway and must yield accordingly (See Figure IV-4).
- Sidewalk paving patterns, color and materials should continue across driveways to strengthen the understanding that cars are crossing a pedestrian space.
- See Frontage Types sections for additional guidance on driveway placement.

SCREEN, WALL AND FENCE GUIDELINES

- To the maximum extent feasible, public open spaces such as plazas and parks should have a perimeter that is unobstructed by fences or walls, to allow the free flow of activity to be seamless with surrounding uses.
- Where building use requires a fence to separate a use from the public realm (e.g., outdoor terraces that serve liquor or need to control patron egress) fences should be attractively designed and visually permeable.
- Where uses such as parking lots and service areas must be located adjacent to the public realm, fences and walls should help to define an edge that provides interest and a sense of enclosure. Designs should follow blank wall maximum dimensions given for the associated Frontage Type and incorporate varied elements including *articulation*, *landscape structures*, materials, color, planting, and lighting to create an engaging and attractive frontage.

- Screens, walls and fences adjacent to the public realm should be built out of attractive, long-lasting, finished materials consistent with the design of the primary building. Wood, high-quality masonry, stone and/or metal are encouraged. Chain link and razor-wire fencing is discouraged, with the exception of temporary construction fencing, as it communicates the absence of a physical presence and a reduced risk of being detected.

RESIDENTIAL SCREENING AND FENCING

- Within the Plan area, fencing in front yards should not exceed four feet in height to top of post. Embellishments on post tops may exceed four feet in height.
- Fences taller than four feet should be located only in rear yards and side yards.

SURFACE PARKING SCREENING

Fences, walls, and hedges are regulated by sections 20.16.040 through 20.16.055 of the Land Use Code. Within the Plan area, the following guidelines apply:

- Parking lots fronting onto streets and public spaces should be effectively screened to reduce their visual presence.
- Parking lots should be screened in order to create an interesting and attractive frontage for pedestrians. Elements can include landscape structures, low plantings, trees and lighting.

(Encourage) Extending the sidewalk treatment through the driveway signals to drivers that they are entering a space where pedestrians may be present.

(Encourage) A creative combination of landscaping and structural screening enhances this streetscape.

(Encourage) A parking buffer composed of landscaping and a structure provides variety and interest along the sidewalk.

(Encourage) The simplicity of this screen complements the character of the building.

(Avoid) The lack of a parking buffer creates an unattractive pedestrian environment along the street.

(Encourage) Parking lots should be screened from streets and public spaces.

(Avoid) These imposing walls create an unappealing environment for pedestrians and transit riders.

- Screening of parking lots should not rely solely on a wall or landscape structure without vegetation. Screening should be at least four feet in height in order to screen the grill and headlights of vehicles.

LOADING, SERVICE AND STORAGE SCREENING

- Sidewalks and the public realm should be buffered from loading, service and storage areas with a landscaped setback and vertical screening by a wall or fence. Setback depths and screen heights should be sized to adequately buffer the type of activities planned for the site.
- Walls and fences should follow blank wall maximum dimensions given for the associated Frontage Type and guidelines in the Façade Articulation – Architectural Detailing section.

ADAPTIVE USE GUIDELINES

- Redevelopment projects should re-use or otherwise incorporate structures or elements that express the Plan area's unique and historic character, such as the hoppers from the Nu Forest Products lumber mill, either as functional buildings or as monuments, where desirable and feasible.

BUILDING DESIGN

This section provides standards and guidelines for the design of buildings without strictly defining a style or set of styles. However, cues should be taken from the desirable features of a project's surroundings.

MASSING GUIDELINES

- Building *massing* should not be overly complicated. Simple *volumes* in a well-organized, clear hierarchy should define the main building form.
- In general, building form should provide a "base" and a "top" that are human-scaled both in terms of form and articulation. A well-defined "base" may be defined by thicker walls and richly textured materials such as ceramic tile, masonry, granite, marble and/or darker colored materials and/or panels. A recognizable "top" may utilize roof overhangs, simple parapets, richly textured materials (e.g., tile or masonry treatments) and/or differently colored materials.
- *Articulation* should be provided through human-scale elements (e.g., architectural elements and detailing, fenestration, materials, and/or variation in materials) on large, continuous building masses to provide visual interest.
- Ground-floor levels for non-residential buildings and multi-family lobbies should be proportionally higher and architecturally distinguished from upper levels to create generous and inviting spaces and to distinguish uses in mixed-use buildings.
- Exterior building massing should reflect and make visible the use and activity within the building. For example, the use of bays and vertical elements should reflect an interior change of use or function, such as stairwells, lobbies, and other public elements.
- Variation in building height is strongly discouraged.

This development project preserved a historic façade and roof frame and integrated them with new mixed-use buildings.

If the Nu Forest Properties site is redeveloped, the hoppers could be preserved as a monumental feature of a new project.

(Encourage) The decorative garage doors add interest to the building's façade by utilizing different materials and framing the doors with a trellis to create a more human scale.

(Avoid) The porches on this building look tacked on because they have little relationship to its architecture and scale.

(Encourage) The stair and portico act as the semi-public transition zone into the building.

BUILDING ACCESS GUIDELINES

- A building's frontage should include a legible series of "zones," transitioning from public, to semi-public, to private spaces. Readable zones can offer a welcoming first impression while at the same time maintaining privacy where needed. Semi-public transitions include porches, stoops, forecourts, lobbies, awnings and stairs, and even garage doors. All create an inviting transition and provide spaces that encourage social interaction at frontages along the public realm that may increase safety by providing "eyes on the street."
- A clear, hierarchical distinction should be made between primary entrances and secondary entrances. Primary entrances should be clearly expressed to impart a sense of prominence through scale, detailing and ornamentation that clearly denotes their stature as the main access to a building.
- Primary entrances should be framed by sheltering elements such as awnings, arcades, porches or stoops. This creates a protected space for visitors to pause as they enter or leave the building.
- Porches and stoops should be designed as integral architectural features of the main structure rather than as tacked-on afterthoughts.
- Posts and rails should be substantial in appearance to match the architectural character of the main façade.
- Porches should be sized to be useful, not merely decorative, with a minimum depth of 6 feet.
- Garage doors and entrances should be deemphasized to increase the perception of *active frontages* and/or be made a decorative element**.** This can occur through recessing garage doors and the bottom-floor façade containing the garage door, including windows on the garage door, limiting the garage door to a single car width, placing a living space above the garage, embellishing garages with landscape structures such as arbors, and using richly textured materials.
- The design of entrances and garage doors should complement the architectural style and scale of the building and its architectural elements.

WINDOWS AND TRANSPARENCY GUIDELINES

- Window materials, placement, configuration and proportions should fit with the chosen architectural style of the overall building.
- Windows should be set in a logical, rhythmic pattern with a clear relationship between ground floor and upper floor windows.
- Ground floor windows should be maximized to allow greater interaction between the public realm and activity within a building.
- Upper floor uses should locate more public spaces along frontages that face the public realm and more private spaces along side or rear frontages. Windows should reflect this relationship through appropriate sizing, thus maximizing the amount of glazing on upper floor facades while maintaining privacy.
- Window design should maximize interior daylighting while reducing glare through the use of passive shading devices that maintain visibility between the exterior and interior of the building, such as overhangs and trellises.
- Mirrored and tinted glass is strongly discouraged. Other glass products, such as special 'Low-E' films, or awnings and overhangs can be used to maintain transparency while providing solar protection and heat reduction for building interiors.
- Window and door signage and interior displays should be carefully considered along public frontages such that windows meant for public viewing are not significantly diminished by these elements so as to create a haphazard sense of the frontage.
- Window placement along the side and rear facades should carefully consider neighboring properties' open space and window location to ensure that privacy is respected.

(Encourage) Integral upper story awnings shade windows without reducing visibility.

(Avoid) Excessive signage reduces the level of transparency along this storefront.

(Encourage) Loft windows create an inviting frontage along the sidewalk.

(Avoid) The smoked glass frontage of the building's street level facade provides privacy for interior offices, but does little to create a visibly active frontage along the sidewalk. It essentially creates a blank wall condition.

(Encourage) The facades of this building display a clear yet simple order in the composition and location of windows, doors, balconies, roofs and bays.

(Encourage) This awning provides protection from the elements and creates a sense of enclosure, while maintaining an appropriate scale to the building's façade and consistency with its architectural style.

(Avoid) The lack of architectural details paired with indistinct window recesses and heavy stucco creates a flat facade.

(Encourage) This façade's large detailed windows and doors, balconies, and recesses provide an interesting and dynamic facade.

(Avoid) The balconies of these units present a dark and unwelcoming frontage.

FAÇADE ARTICULATION – ARCHITECTURAL DETAILING GUIDELINES

- All visible sides of a building should have a consistent style and use of *articulation*. For example, the primary exterior design and finish should be used on all façades of a building visible from streets, trails, walkways, and publicly-accessible plazas.
- *Articulation* should be distinct and provide enough contrast to create a dynamic façade.
- Façade *articulation* and detail should be in harmony with that of other uses along the street. Careful consideration should be given to the design of facades (i.e., scale and level of architectural detail) in order to attune both sides of a street with building walls that are compatible with each other.
- Façade elements (e.g., windows, doors, bays, joints, balconies) should display a logical rhythm and order.
- To the greatest extent feasible, the following materials should be avoided:
  - Reflective building materials that create glare along the ground level;
  - Low-quality materials, such as scored plywood (i.e., T-111) siding, vinyl siding, thin brick veneer.
- *Articulation* of building facades should provide visual interest and shade, and create a sense of enclosure along the public realm with features such as awnings, canopies and/or overhangs.

- To ensure that awnings and canopies provide protection from the sun, create a sense of enclosure, create a comfortable walking environment and *pedestrian scale*, these elements should:
  - be proportional to the façade on which they are placed and not obscure architectural elements and details. They should be no wider than a single storefront or architectural bay, whichever is narrower, and should not be dominant or overwhelming elements;
  - provide a minimum of 8 feet of vertical clear space above a pedestrian circulation space;
  - be consistent with the architectural style of the building.
  - not be internally illuminated.
- Balconies and entry porticos should avoid heavy walls and small openings, which can make them dark and uninviting, as well as obstruct light into interiors. Visually-permeable railings create a more inviting appearance and allow light into spaces.

ROOF GUIDELINES

- The profile created by roof forms should be simple and should reflect a building's floor plan and massing.
- The roofs of buildings on corner lots should give emphasis to the building corner.

OTHER GUIDELINES

UTILITIES GUIDELINES

- Mechanical equipment, meters, and roof-mounted equipment should be located and designed to minimize visual impacts and their presence along streets, sidewalks, pedestrian corridors, and other public spaces.
- Roof-mounted utilities (e.g., plumbing and heating vents) should be grouped to minimize their visual impact.
- The location of utilities should be considered during the design process of the site and building, and should not be an afterthought. To the greatest extent possible, these facilities should be accommodated within the structure or within parking areas away from streets, walkways, open space and public plazas.
- Utility enclosures should be designed as an integral part of the building architecture and be finished with materials that match the primary building. See the Screens, Walls and Fences section for further detail.

(Encourage) These roof forms are varied yet simple and reflect the buildings' floor plans and massing.

(Encourage) A utility screen should be integrated into the adjacent building's architecture and style.

LIGHTING GUIDELINES

- Ample, attractive lighting should be incorporated into spaces where people will gather, linger or walk, including open spaces, play areas, courtyards, parking lots, walkways and the landscaping that surrounds them.
- Cobra-head lighting fixtures do not provide the lighting appropriate for pedestrians and shorter light standards should be used to direct more intense light onto smaller spaces.
- All exterior building lighting should be an integral part of a building's architectural design.
- Where appropriate, accent lighting should be used to highlight interesting architectural features, signs, and storefront displays.
- With the exception of street lighting, all lighting should be designed consistent with the Model Outdoor Lighting Ordinance jointly published by the Illuminating Engineering Society and the International Dark Sky Organization in order to deliver quality illumination whenever and wherever it is needed without unduly intruding on the nighttime environment.[3] The most appropriate standards are for Zones LZ3 for Healdsburg Avenue and the vicinity of the transit center and LZ2 for all other portions of the Plan area. Lighting should comply with dark sky strategies and best practices for downlighting, shielding and avoidance of light spillage.
- LED lighting is strongly encouraged because it provides a more natural and whiter light and is energy-efficient.
- Low-pressure sodium lights are strongly discouraged due to their unnatural color.

SIGNAGE GUIDELINES

- Signage should follow a hierarchy that clearly indicates the importance and/or size of the associated use, building, or place.
- Creative and highly-individualized signs, with a high level of detail and craftsmanship, are encouraged.
- Signs should not obscure architectural elements such as transom windows or columns.
- Signage should not appear cluttered.
- Internally-illuminated signs, with the exception of neon, are strongly discouraged.
- Signs should be constructed of natural materials such as metal, stone, or wood.
- Civic and landmark signage (e.g., district signs) should be prominent in scale to announce an important place, gateway, or feature.
- Signage at the Transit Center will likely need to be consistent with signage at other SMART stations and may also need to correspond to MTC's Regional Wayfinding Guidelines and Standards.

3. Available for download at www.darksky.org/MLO

V. CIRCULATION FRAMEWORKS

This Plan's guidance for circulation includes frameworks for vehicular circulation, parking, and alternative (non-auto) circulation, followed by detailed guidance for the design of streets and intersections in the Plan area and for streetscape design. The goals of the Circulation Frameworks are to promote sustainable transportation, including walking, bicycling and transit use, and to enhance the Plan area's sense of place.

VEHICULAR CIRCULATION FRAMEWORK

The Vehicular Circulation Framework includes a new southbound on-ramp to Highway 101 at Westside Road, new streets, modifications to the designs of Mill Street and central Healdsburg Avenue, and roundabouts to improve safety and traffic operations at the five-way intersection and at the Central Healdsburg Avenue off-ramp. Where proposed new streets are not feasible, property access points and internal drives could be substituted.

FREEWAY RAMPS

Most visitors to Healdsburg, and many area residents and employees, arrive by automobile from Highway 101. The current on- and off-ramp conditions in the Plan area function as a "split diamond" interchange, with the northbound off-ramp and southbound on-ramp connecting to Healdsburg Avenue and the southbound off-ramp and northbound on-ramp connecting to Mill Street/Westside Road.

The Circulation Plan of the Healdsburg 2030 General Plan identifies a new southbound on-ramp at Westside Road and a northbound off-ramp at Mill Street. These ramps would complete the interchange at this location and are intended to divert from city streets hundreds of vehicles associated with county development west of the freeway. General Plan Policy T-A-16 calls for the City to work with Caltrans and Sonoma County to implement improvements to this interchange. The General Plan EIR assumed this full interchange at Westside Road/Mill Street in the traffic analysis and environmental impact assessment. It estimated that during the PM peak hour, 463 vehicles would use the southbound on-ramp, 170 of which would originate

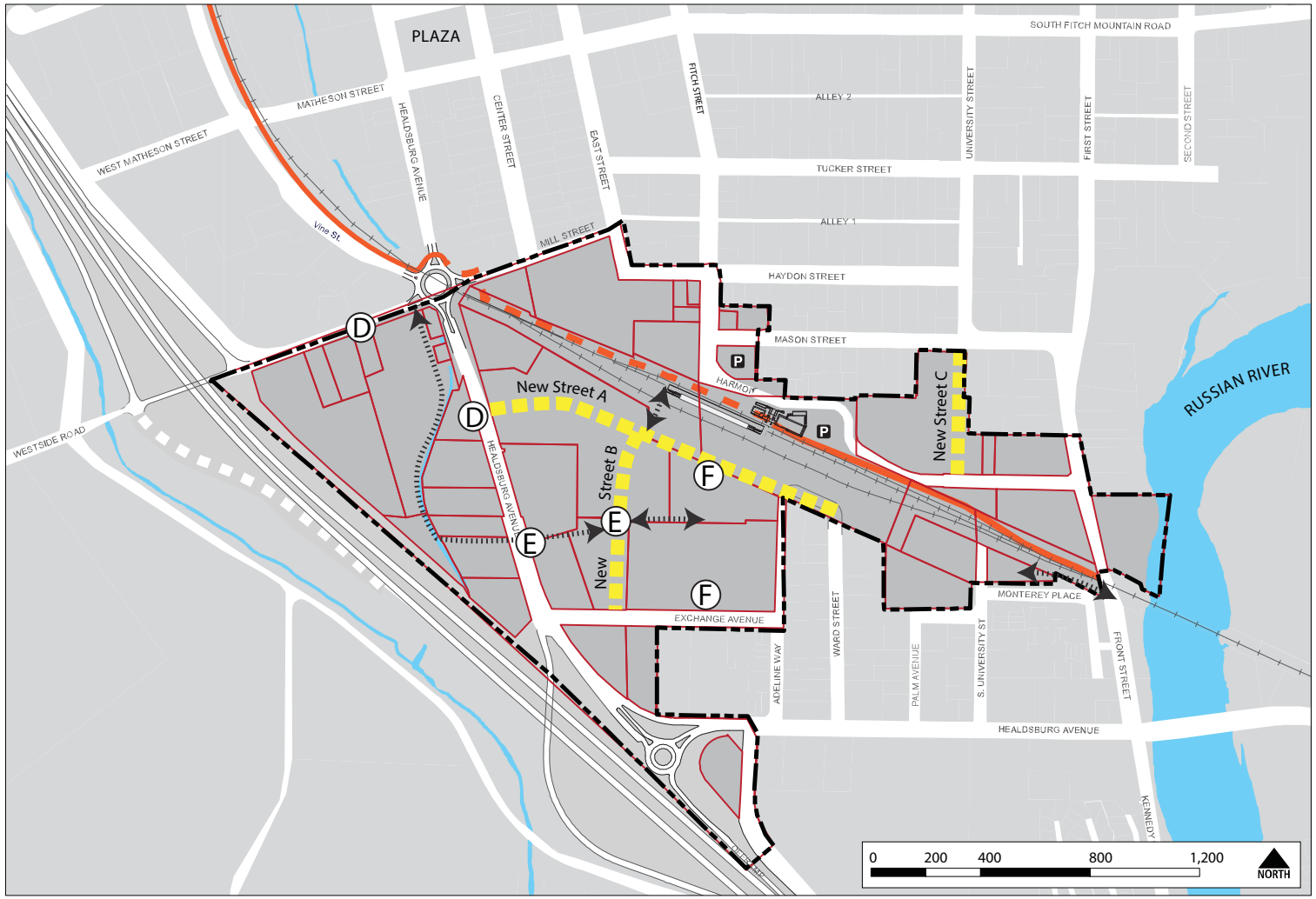


Fig. V-1. Circulation Framework

- Central Healdsburg Ave. Plan Area
- Existing Multi-Use Path
- Planned Multi-Use Path
- New Street Alignments
- New Street Connection Points
- Pedestrian Connection
- Planned Roundabout
- Parking
- Planned Southbound On-ramp

from Westside Road. The EIR estimated that 463 vehicles would use the northbound off-ramp during this time, with 89 turning left onto Westside Road.

The *Comprehensive Transportation Plan for Sonoma County* (October 2009) and the Metropolitan Transportation Commission's Regional Transportation Plan include the "U.S. 101/Mill Street Interchange in Healdsburg" as a project with an estimated cost of $12.3 million.

Implementing the northbound off-ramp at Mill Street has various challenges. Caltrans does not control enough right-of-way to design and construct an off-ramp. Furthermore, portions of the existing parcels along Mill Street would need to be acquired to obtain the necessary right-of-way to construct an off-ramp that meets Caltrans standards.

As part of the development of this Plan, various options for *phasing* the changes to the Highway 101 on- and off-ramps were explored. Community support was highest for maintaining the existing northbound Central Healdsburg off-ramp as the primary entry to town from the south; maintaining the existing southbound on-ramp from Healdsburg Avenue, and adding an additional southbound on-ramp at Westside Road, which would provide local circulation benefits by removing some traffic from southbound Healdsburg Avenue. The southbound on-ramp is easier to implement than the northbound off-ramp because Caltrans already controls the right-of-way. Implementing the southbound on-ramp does not preclude the future construction of the northbound off-ramp.

Community concerns over the northbound off-ramp during the preparation of this Plan centered on property impacts, the loss of mature redwoods and other trees along the highway, and the indirect route to the Downtown for those arriving via the new off-ramp. For these reasons, this Plan evaluated an interim concept in which the southbound on-ramp at Westside Road was provided, but the northbound off-ramp was not. The Plan concept was found to perform acceptably even with the assumed future traffic volumes due to build out of the Plan area, which were higher than those assumed in the General Plan EIR.

Implementing any changes to the freeway ramps would most likely require a design exception from Caltrans. The *Caltrans Highway Design Manual* (2006) establishes a minimum distance of one mile between urban interchanges and two miles for rural interchanges. The reason for this spacing guidance is that closely-spaced interchanges, with consecutive on and off-ramps, can create weaving issues for vehicles trying to merge onto the freeway or exit the freeway. This can result in unsafe merging as well as cause congestion.

While the interchange spacing between the Westside Road/Mill Street and Healdsburg Avenue interchanges is less than one mile, the Healdsburg Avenue interchange is not a full interchange – i.e., it does not have ramps to and from the north. The only potential issue is in the southbound direction. Extending the acceleration lane on the Westside Road on-ramp should be adequate to mitigate any issues.

NEW STREETS

As redevelopment of the Plan Area occurs, a network of new streets will be provided to improve overall access and mobility and provide a safe crossing to the rail station from the south side of the tracks. New Streets A, B and C, as shown in the Circulation Framework, are the highest-priority connections because of their role in providing increased access to the transit center and providing multiple access points to the Nu Forest Products property.

Key design principles behind the primary street network include the following:

- Create the opportunity for at least one new four-way intersection along Healdsburg Avenue between the five-way intersection and Exchange Avenue. This intersection should align with a new internal street that connects to Adeline Way and Ward Street (New Street A) and the new intersection should be planned to be signalized if warranted by traffic and turn volumes.
- Create a vehicular approach to the south side of the proposed pedestrian railroad crossing (New Street A). This will provide additional options for taxis, shuttles and other forms of passenger drop-off and pick-up and will also create the potential for additional transit center parking to be developed on the south side of the tracks.
- Extend University Street to Harmon Street (New Street C) to provide a more direct route to the transit center from nearby neighborhoods.

Potential connection points for additional new streets are also shown on the Framework diagram. The alignments may vary according to individual development plans, but the connection points shown meet accepted traffic engineering standards. Design principles for these connection points include the following:

- Create a second new intersection on Healdsburg Avenue (Connection Point E). The two new intersections should be spaced at approximately equal intervals between the five-way intersection and Exchange to meet traffic engineering standards. Creating two new intersections rather than one has several benefits: the second intersection provides additional opportunities for protected pedestrian crossings, disperses the turning movements into and out of new development along Healdsburg Avenue, reduces vehicle travel by reducing the need for out of direction travel, and creates a more walkable, human-scale environment, with block lengths that are more consistent with the historic block pattern around the Plaza.
- To provide coordinated access to the Humphrey properties, create a new three-way intersection on the south side of Mill Street approximately midway between the northbound freeway on-ramp and the intersection, with a secondary new street (New Street D) extending southerly, then turning to connect with Healdsburg Avenue.
- Create new local streets as part of development plans to maximize the number of buildings that have frontage on a public street.

Figure vv illustrates one way that new streets compliant with the Circulation Framework could be created as Plan area properties are redeveloped. This illustrative street network has been used as the basis for the Non-Auto Circulation Framework and the conceptual design of utilities.

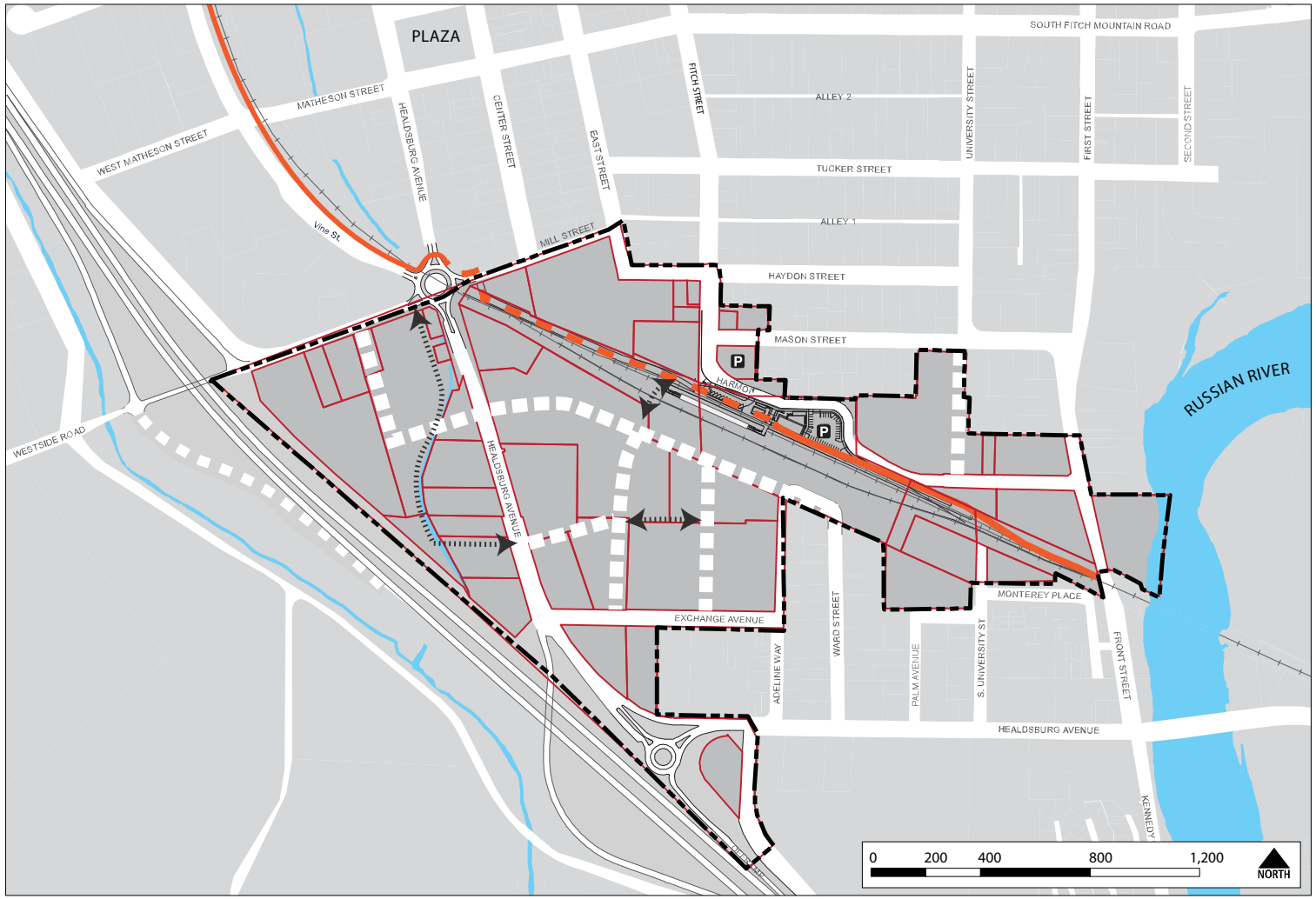


Fig. V - 2. Illustrative Street Network

Central Healdsburg Ave. Plan Area
Potential Street Alignments
Existing Multi-Use Path
Planned Multi-Use Path
Pedestrian Connection
Planned Roundabout
Parking

PARKING FRAMEWORK

To enhance the walkable character of the Plan area, a "park once and walk" philosophy is envisioned for mixed-use portions of the Plan area. This strategy would encourage walking through the strategic placement of shared parking lots or facilities, coupled with other strategies outlined below. The goal is to achieve the shared vision of a pedestrian-friendly environment by reducing the overall area required for parking through more efficient utilization of shared and on-street parking facilities. These strategies complement the City's existing parking regulations.

On-street parking is an important component of the recommended parking strategy.

On-street parking creates a buffer between pedestrians and moving cars, thereby improving the quality of the sidewalk experience, slows street traffic, and provides needed parking with minimal visual impact. All new streets created in the Plan area, and the redesigned Healdsburg Avenue and Mill Street, should have on-street parallel parking. On-street parking on new streets created through private development should be counted toward the parking requirements in the Land Use Code. Diagonal parking on new streets is discouraged, as it can create dangerous conditions for bicyclists and has a higher visual impact than parallel parking. On-street parking should be signed for three-hour parking to encourage turnover and help direct longer-term parking to shared off-street facilities.

Off-street parking in the Plan area should be adequate to serve proposed uses, but not excessive. The "park once and walk" approach for the mixed-use portions of the Plan area entails the creation of shared parking facilities as mixed-use projects are developed, to accommodate some of the demand for off-street parking created by new commercial, office, civic, institutional and hospitality uses. Because multiple users would share them, shared parking facilities would be more efficiently used, with a higher rate of occupancy, and the demand could be served by a lower overall area devoted to parking.

The Land Use Code provides for shared parking under the following circumstances:

> *The number of required parking spaces for multiple land uses on a site may be reduced by the Planning and Building Director in the event it is determined that shared use of the same parking facilities can occur at differing times of the day and/or days of the week. Requests for shared parking reductions may be made to the Planning and Building Department in writing and shall be accompanied by a shared parking analysis completed and signed by a registered traffic engineer indicating that no adverse effects would result from the shared use of parking spaces.*

TRANSIT CENTER PARKING

Sonoma County Transit is constructing transit center parking at the rail station site that is expected to be completed in 2012. The project includes two parking areas between Harmon Street and the tracks, on either side of the old station building, with a total of 40 spaces.

Sonoma County Transit's transit center plans include a potential additional parking lot on an adjacent vacant lot owned by the County at the northeast corner of Fitch and Harmon Streets, which if developed would bring the number of transit center parking spaces to 66. The SMART Final EIR identified a demand for 70 parking spaces at the station when rail service along the entire corridor from Cloverdale to Larkspur is in place.

The creation of New Street A through the Nu Forest Products site connecting Ward Street and Adeline Way to Healdsburg Avenue, as recommended in the Circulation Framework of this Plan, would open up a southern access point to the station as well as provide access to potential additional off-street parking facilities that could be used by rail passengers. Such facilities, if warranted by passenger demand, could be constructed in various locations, such as the portions of the rail right-of-way between the tracks and New Street A.

TAILORED PARKING REQUIREMENTS

Most minimum parking requirements consider only two variables, land use and the amount of development. In reality, however, parking demand is affected by many more variables, such as the geographic location of a development, the intensity and mix of other land uses, and the availability of transit, car sharing and bicycle sharing. Other factors include the demographic characteristics of residents and whether other current or proposed demand management programs such as parking pricing and car sharing are in place. Healdsburg's Land Use Code requires one parking space per 300 sq. ft. of retail uses and one space per 3 seats for restaurants. This Plan recommends the following changes to the required off-street parking ratios for the Plan area:

- Reduce the retail requirement to one space per 330 sq. ft.
- Reduce the restaurant requirement to one space per 4 seats.

The Land Use Code provides for a reduction in the amount of required parking for senior housing. It does not, however, distinguish between larger and smaller residential units in terms of the number of parking spaces required. The Land Use Code should be modified to require fewer parking spaces for smaller units and to allow on-street parking created along new streets within the Plan area to be counted toward the guest parking requirement of adjacent residential developments.

MANAGING PARKING DEMAND

Currently, parking is not metered in Healdsburg, either on-street or in the municipal lots. Much of the on-street parking in the downtown is signed for three-hour limits. Metering parking in the Plan area could help to manage demand and provide revenue to the City that could be used for streetscape and pedestrian

improvements. If metering is not desired but parking availability is perceived as a problem and three hour restrictions are not effective in managing demand, an additional step would be to establish short-term parking zones (15–30 minute zones) to encourage faster turnover in high-demand areas. However, enforcement costs could be an issue.

Parking strategies that can encourage the use of paid parking include installing electronic meters with easy-to-use payment methods such as credit card and pay-by-cell phone. Additionally, appropriate and well-designed signage and other wayfinding treatments should be used to show parking locations and time limits.

BICYCLE PARKING

Providing safe and accessible bicycle parking is a critical component in creating an environment that encourages residents to utilize bicycling as a form of transportation. The Land Use Code requires lockable bicycle parking located in highly visible locations for commercial and industrial projects with buildings greater than 5,000 sq. ft. in size and for multi-family residential projects of 10 or more units.

ALTERNATIVE TRANSPORTATION FRAMEWORK

Improvements for alternative transportation focus on improving access from the rail station/transit center to the surrounding areas, improving bikeways throughout the area, and creating an inviting and attractive network of pedestrian routes that includes sidewalks along existing and new streets, off-street pathways and pedestrian connections.

TRANSIT CENTER

Sonoma Marin Area Rail Transit (SMART) is constructing a 70-mile passenger rail system and parallel bicycle-pedestrian pathway along the Northwestern Pacific Railroad right-of-way through Sonoma and Marin Counties. The rail line will run from Cloverdale, at the north end of Sonoma County, southerly to Larkspur, where the Golden Gate Ferry connects Marin County with San Francisco. SMART will have stations at the major population and job centers of the North Bay: San Rafael, Novato, Petaluma, Cotati, Rohnert Park, Santa Rosa, Windsor, Healdsburg and Cloverdale. The SMART train and pathway project will provide the backbone of a transportation system that will tie existing transit systems,

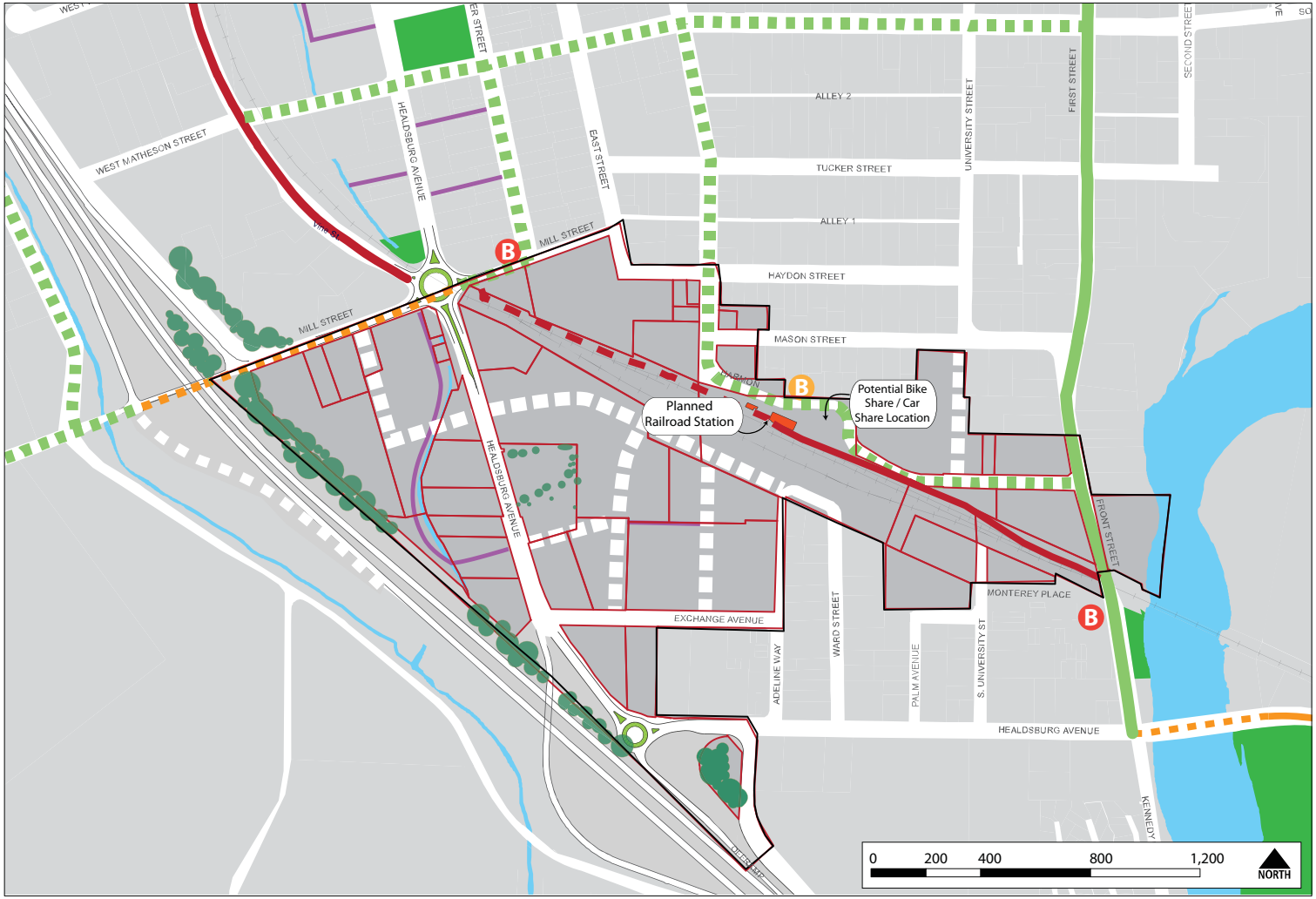


Fig. V-3. Alternative Transportation Framework

Central Healdsburg Ave. Special Study Area
Existing Parks/Public Open Space
Significant Tree Stands
Proposed New Streets
Potential Roundabout
Off Street Pedestrian Connections
Bike Routes
Class I, Existing
Class I, Planned
Class II, Existing
Class II, Planned
Class III, Existing
Class III, Planned
Existing Bike Shop/Bike Rental
Potential Bike Shop
Existing Bike Parking

such as buses and ferries, along with future options such as shuttles and trolleys, into a network that expands transportation options for North Bay residents.

The first segment, 38.5 miles from northern Santa Rosa to downtown San Rafael, will connect the two largest cities in the North Bay and all of the cities in between, connecting with Golden Gate Transit service in downtown San Rafael. Construction on this segment is scheduled to begin in 2012, with passenger train service initiated in late 2014. Future segments, ultimately completing the project from Larkspur to Cloverdale, will be built as additional revenues become available.

BUS TRANSIT

Healdsburg Transit operates public bus service within the Healdsburg city limits, with service through the Plan area on Front Street, Healdsburg Avenue and Mill Street. A portion of Healdsburg Transit's route map is shown in Figure V-4 below.

A variable fixed route runs Monday through Saturday from 8:30 a.m. to 4:20 p.m. with deviations made for eligible residents of limited mobility. Healdsburg Transit buses have wheelchair lifts and are accessible by the disabled. The bus stops at 28 scheduled locations around Healdsburg serving all the major shopping areas, Healdsburg Hospital and Alliance Clinic, schools and the senior residential complexes and communities.

The Sonoma County Transit Route 60 bus, which provides connections to Santa Rosa and Cloverdale, stops within the Plan area at Healdsburg Avenue approximately 400 feet south of the five-way intersection,where connections to Healdsburg Transit can be made.

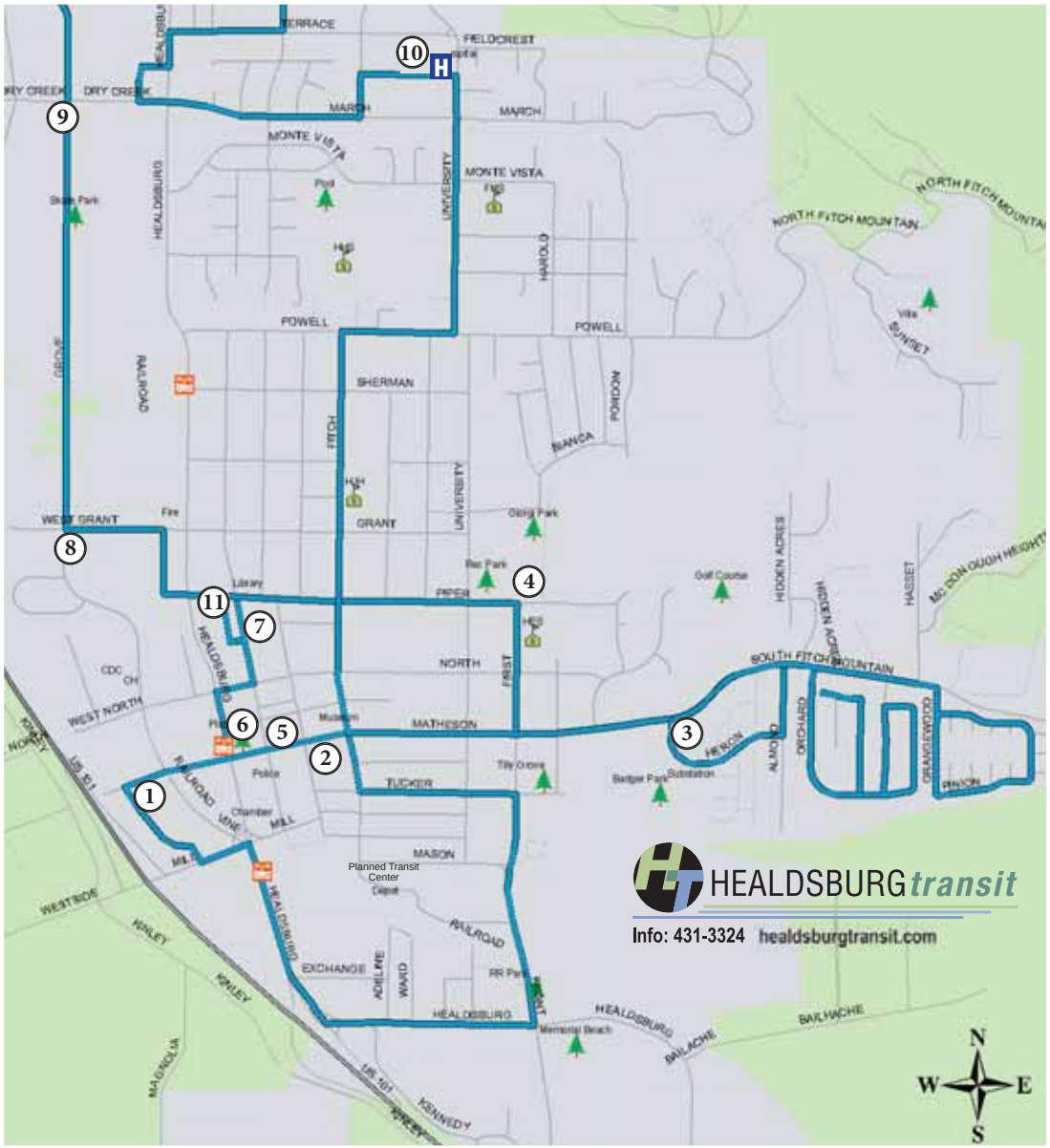


Figure V-4 Excerpt from Healdsburg Transit route map

Example of a mid-block pedestrian connection ped passage between two buildings.

In advance of the arrival of passenger rail service, Sonoma County Transit is constructing a transit center at the rail station site that is expected to be completed in 2014. The project includes two parking areas between Harmon Street and the tracks, on either side of the old station building, with a total of 40 spaces; on-street bus stop pullouts; and sidewalks. The primary transit service at the station site would be the Healdsburg Transit-operated local shuttle. Sonoma County Transit Route 60 is anticipated to serve the parking lots during weekday peaks. When the transit center project is complete, Healdsburg Transit service could be rerouted to serve the transit center by traveling between Fitch and Front Streets via Harmon Street rather than Tucker Street.

WALKING

Pedestrian-only paths and mid-block passages are a unique part of Healdsburg's evolved urban fabric. Hidden mews and back alley pathways provide a fine-grained network in support of the community's pedestrian-friendly character. As part of development proposals, a network of mid-block pedestrian connections would enhance the walkable character of the Plan area as well as provide convenient pedestrian connections to rear and off-site parking lots.

Maximizing patronage of passenger rail service to Healdsburg will require creating attractive and inviting pedestrian and bicycle access to the station. Existing and planned bicycle routes and proposed key pedestrian routes are shown in the Non-Motorized Circulation Framework diagram. A pedestrian crossing of the railroad tracks at the western edge of the SMART platform would act as a pedestrian extension of Fitch Street into the Nu Forest Products site.

Foss Creek Pathway will extend from the five-way intersection to Front Street along the north side of the railroad tracks, providing an important pedestrian and bicycle access route as well as a key link between the Plaza and the Russian River.

The Open Space Framework provides for the creation of a trail along the west side of Foss Creek south of Mill Street as properties are redeveloped, connecting back to Healdsburg Avenue north of Exchange Avenue.

An east-west pedestrian passage could be located north of Exchange Avenue, aligned with a pedestrian crossing of Healdsburg Avenue.

BICYCLING

The Foss Creek Pathway is a Class I bikeway, meaning it is a dedicated pathway separate from auto traffic. On-street bicycle lanes (known as Class II bikeways) are planned on Healdsburg Avenue Bridge and on Mill Street between the five-way intersection and the U.S. 101 overpass, connecting to bike routes on Kinley Drive and Westside Road, as shown in the Sonoma County Bicycle Plan. Front Street is an existing Class III (signed) bicycle route north of Healdsburg Avenue, and additional Class III bicycle routes are planned on Harmon within the Plan area, connecting to bicycle routes on Matheson, East and Fitch Streets that lead to the downtown area and schools.

While serious recreational cyclists typically bring their own bicycles for wine country excursions, many bicycle shops in Central Healdsburg already rent bikes by the day or the hour for casual use, and h2hotel maintains a fleet of bicycles for use by guests. Bicycle-

sharing programs go one step further by making fleets of bicycles available for hourly rentals to the general public through an automated check-out process using cell phones or swiped credit/debit cards. Some programs allow residents to use bicycles for free for a limited time. Reservations are not needed, although users typically have to register in advance to use the service. Bikes can be picked up and returned at different stations. Bicycle-sharing programs are typically found in larger cities where there are multiple locations for bicycle pick-up and drop-off, but in the future a bicycle-sharing program could be feasible in Healdsburg. Parking for shared bicycles should be provided at the train station.

CAR SHARING

Car sharing is a form of short-term vehicle rental that provides drivers with access to a fleet of shared vehicles, allowing them to avoid the expense of owning a car, or a second or third car. Maintenance, insurance and fuel costs are typically included in the rental fees, essentially converting automobiles from a product to a service. Dedicated parking spaces for car-sharing vehicles are typically provided in off-street lots but sometimes on-street as well.

Car sharing supports pedestrian-oriented design by reducing overall parking demand and vehicle travel. According to the Transportation Research Board, each car-sharing vehicle replaces nearly 15 privately owned cars, as members of car-sharing programs sell their vehicles or forego purchasing new ones.[4] This can allow parking requirements to be reduced accordingly in developments that incorporate car sharing. Such reductions are common in locations served by car-sharing programs, such as San Francisco and the inner East Bay.

Source: Dominic Campbell,Creative Commons, Flickr

Because car sharing variable costs are 2-10 times higher than for a personal automobile, users tend to minimize their driving. Overall travel reductions depend on what portion of car share participants would otherwise own a personal automobile (they typically reduce their vehicle use by 50-80%) and which portion would otherwise not own an automobile (they typically increase their vehicle use by a small amount). Most studies suggest that car sharing typically results in a net reduction in per capita driving among participants that averages 40-60%, but this varies depending on the demographics of participants and the quality of travel choices in their community.[5]

Factors identified in studies as important to the success of car-sharing programs include geographic and transportation factors, such as proximity to transit and automobile transportation alternatives, so that car-share users can reach the parked cars, a mix of land uses that facilitates the use of alternative modes for some local trips, and the relative difficulty of parking. Demographic factors have also been found to be important. Areas with successful car sharing programs often have a relatively high population density, which increases the rate of demand for shared vehicles, and low rates of automobile ownership despite a relatively affluent population, indicating a population with the desire to use alternative means of travel. Successful car-sharing programs typically have one or more strong local partners or proponents, such as a government or transit agency,

4. TRB (2005), Car-Sharing: Where and How It Succeeds, TCRP Report 108, Transportation Research Board, available at http://www.trb.org/main/blurbs/156496.aspx.

5. K. Steininger, C. Vogl and R. Zettl (1996), "Car Sharing Organizations," *Transport* Policy, Vol. 3, No. 4, pp. 177-185, cited at Victoria Transport Policy Institute, http://www.vtpi.org/tdm/tdm7.htm.

property owners or developers. There is also typically a "critical mass" of car-sharing users and locations needed to make the administration of the service and vehicle maintenance economically feasible.

While many of these success factors are not currently present in Healdsburg, after the arrival of passenger rail service, there may be more interest in establishing car sharing in Healdsburg. Car-sharing pods could be located at or near the transit center, the airport and near downtown hotels, providing additional mobility for visitors who arrive by train, bus or plane and wish to tour the z and other outlying destinations.

STREET DESIGN FRAMEWORK

This section describes the organizing principles and standards for the redesign of Healdsburg Avenue and Mill Street, and the design of new streets resulting from redevelopment activity in the Plan area. They are intended to achieve the following goals:

- Improve the appearance and functionality of Healdsburg Avenue and Mill Street, creating a 'great experience leading to a great downtown.'
- Orchestrate a series of *markers* to indicate arrival in Healdsburg, for both residents and visitors.
- Adjust the design and character of streets to address the needs of bicyclists, pedestrians, drivers, and rail passengers.
- Provide a visually-coherent streetscape, while flexibly responding to different edge conditions. This approach reflects that some land uses may not change for a long period of time, while others may redevelop soon.

In addition, street improvements along Central Healdsburg Avenue and Mill Street presented in this Plan were conceived to enhance the arrival experience of residents and visitors alike. This is briefly discussed in the following paragraphs.

TRANSITION ZONE

Mill Street west of the five-way intersection and Healdsburg Avenue between the Garden Court Inn site and the northbound off-ramp are transition zones, where motorists should adjust to urban travel conditions and speeds as they enter town and begin to share the road with other users, such as bicyclists and pedestrians. The priority for the design of the street in this zone is the facilitation of low-speed traffic movement with safe pedestrian and cyclist accommodation. This is accomplished in part through the reconfiguration and visual narrowing of both streets and the introduction of speed-reducing roundabouts. In addition, pedestrians on sidewalks are buffered from moving traffic by the establishment of a consistent, landscaped edge treatment, including street trees, landscaped bulb-outs at intersections, linear planters, and landscaped outdoor spaces adjacent to the sidewalk. On Mill Street, bicyclists are accommodated by the introduction of bicycle lanes in both directions.

DOWNTOWN APPROACH ZONE

Downtown Healdsburg is the major destination for most visitors and many residents driving on Healdsburg Avenue. For this reason, it is important to convey to users of the street through the means of streetscape design that they are approaching the Downtown, while accommodating pedestrian activity and travel in this area. Pedestrian activity and travel are expected to increase significantly over time as the character of land uses lining Central Healdsburg Avenue changes from industrial to mixed use. The dowtown"approach zone" on Healdsburg Avenue stretches from Exchange Avenue to the five-way intersection. In order to engage visitors, employees, and residents in the Plan area, this core segment of the redesigned Healdsburg Avenue should have an enhanced pedestrian character, with active building edges, shade trees and wider sidewalks. The functional priority should be pedestrian comfort and active edges, supportive of traffic flow requirements. Signage to local and downtown destinations should support orientation and the identification of direct travel routes.

The translation of this overall framework into specific street and streetscape designs is addressed in the following section.

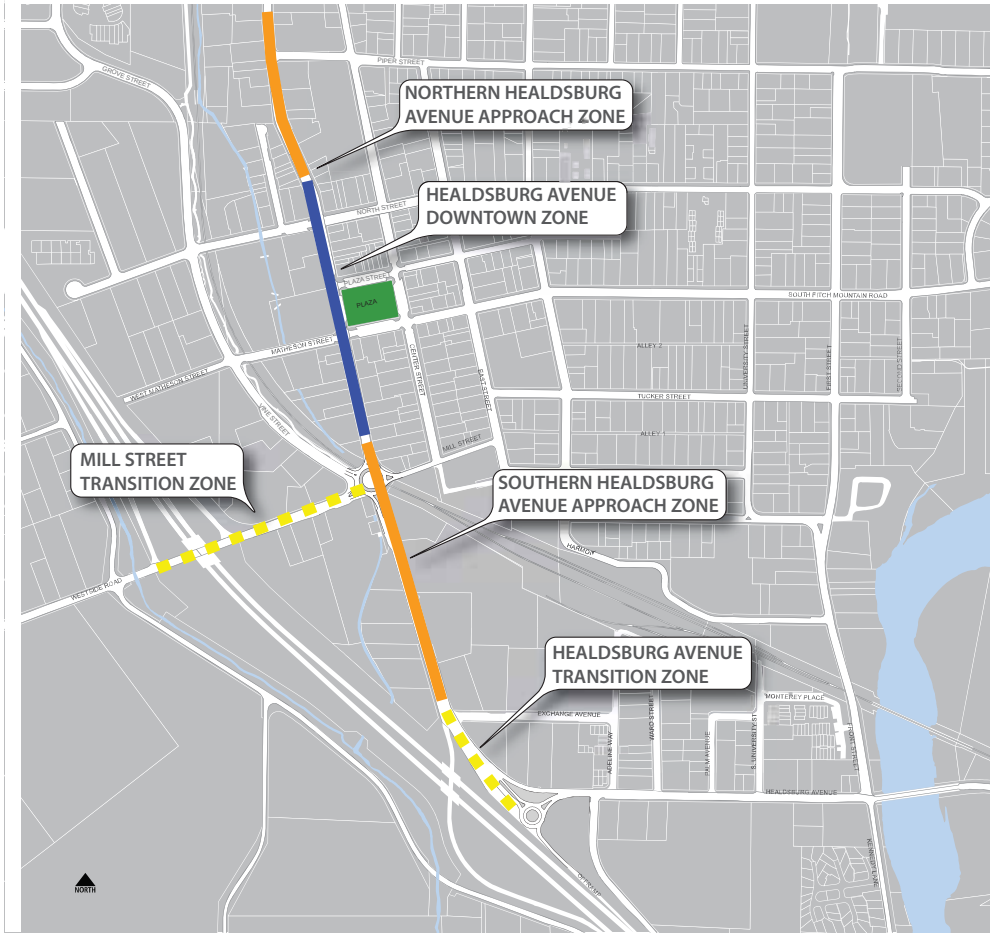


Figure V-5. Street Zones

STREET AND INTERSECTION DESIGN CONCEPTS

This Plan includes changes to the designs of Healdsburg Avenue and Mill Street to provide a street environment that makes walking and cycling safer and more comfortable, while maintaining Healdsburg Avenue's function as important vehicular access route to the downtown. These changes include the reconfigura-

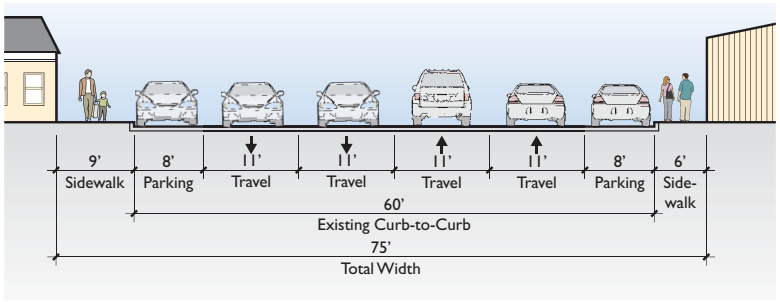


Figure V-5a. Central Healdsburg Avenue: Existing Conditions (looking north)

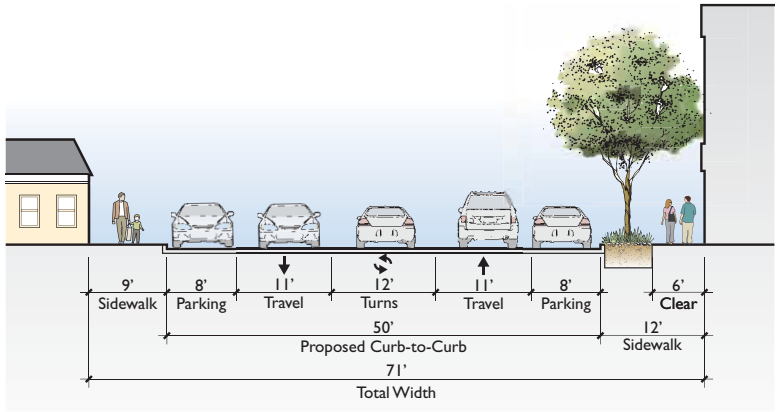


Figure V-5b. Central Healdsburg Avenue: Mid-term Improvements (looking north)

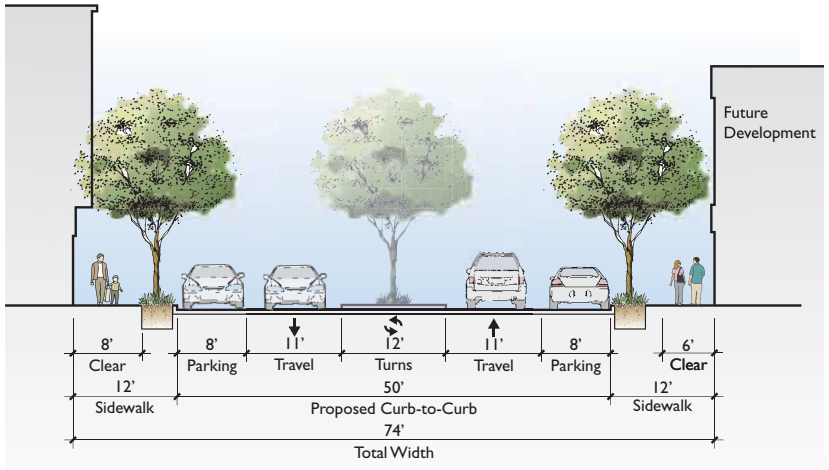


Figure V-5c. Central Healdsburg Avenue: Long-term Improvements (looking north)

tion of Healdsburg Avenue and the introduction of two roundabouts. Through extensive computer modeling, both roundabouts were found to significantly improve traffic operations while accommodating the turn radius needed to accommodate large trucks, commercial vehicles, and buses through "truck aprons." The modeling found that the roundabouts are projected to perform considerably better than the existing intersections, even with higher future traffic volumes and the addition of rail service. All of the following concepts are based on the premise that existing overhead utilities in the Plan area will be undergrounded, as discussed in Chapter VII, Utilities.

The street sections that follow were designed to allow for phasing as development occurs. While detailed surveys of existing rights-of-way were not available, in general the proposed street designs do not require additional right-of-way except where noted in the text.

CENTRAL HEALDSBURG AVENUE

The current four-lane section of central Healdsburg Avenue will be replaced with a three-lane section (See Figure V-5). One travel lane in each direction will be provided, along with a two-way center turn lane, transitioning to dedicated left turn pockets at intersections. The center turn lane will be constructed with decorative, colored concrete. Over time, as properties redevelop and access is provided from new side streets, portions of the center turn lane could be replaced with a landscaped median, as shown in Figure V-5c.

The three-lane section continues to the five-way intersection of Healdsburg Avenue, Mill Street and Vine Street. The section can accommodate future widening

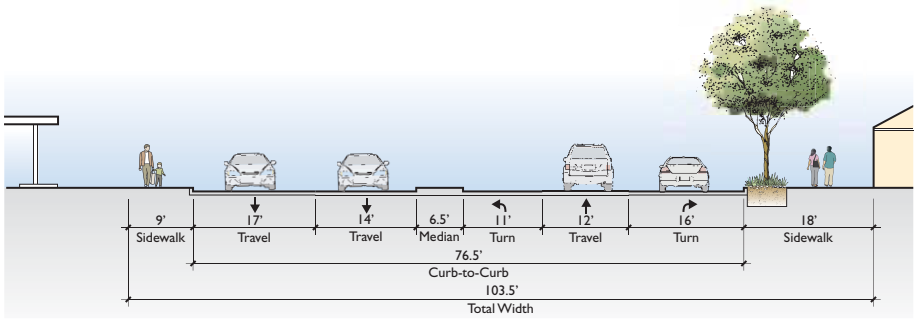


Figure V-6a. Central Healdsburg Avenue at Mill Street Intersection: Existing Conditions (looking north)

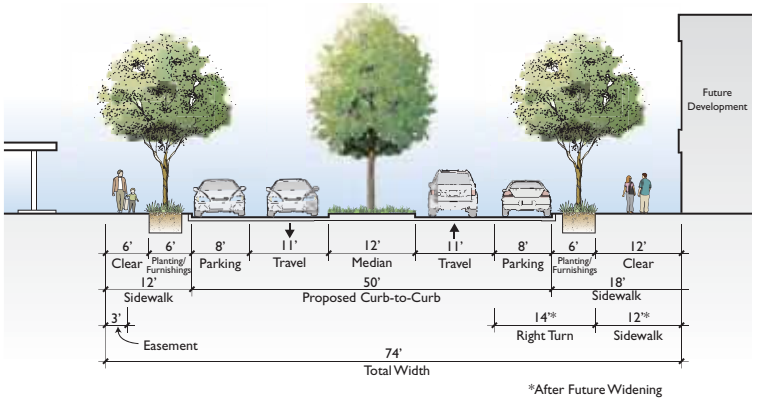


Figure V-6b. Central Healdsburg Avenue at Mill Street Intersection: Mid-term Improvements (looking north)

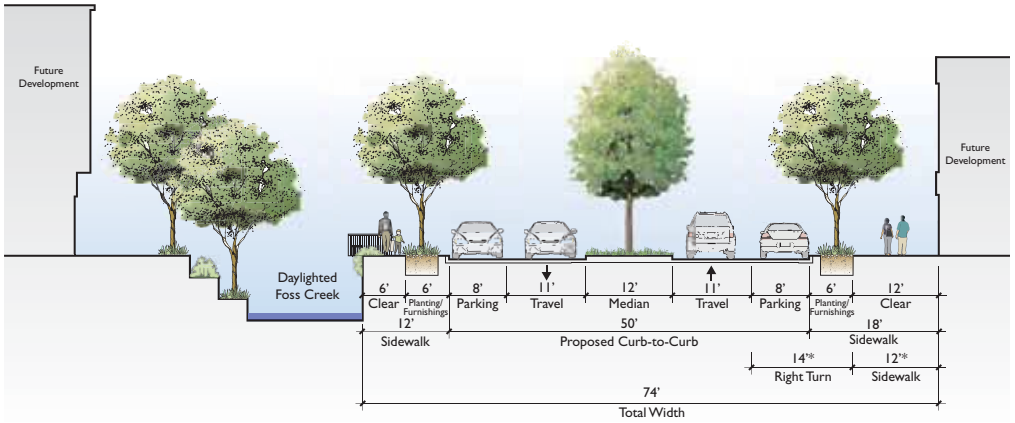


Figure V-6c. Central Healdsburg Avenue at Mill Street Intersection: Long-term Improvements (looking north)

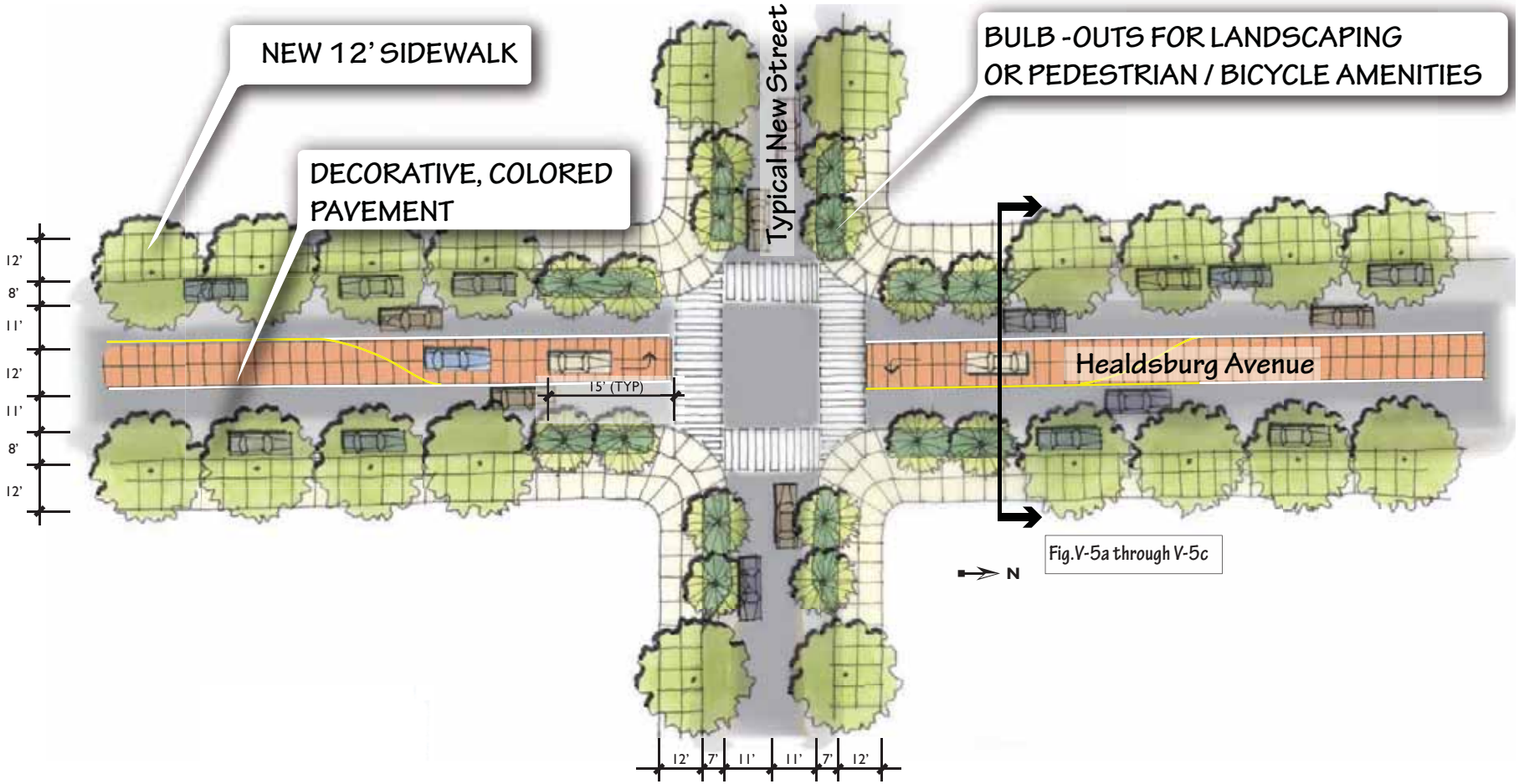


Figure V-7. Plan view of a typical intersection where new street meets Healdsburg Avenue

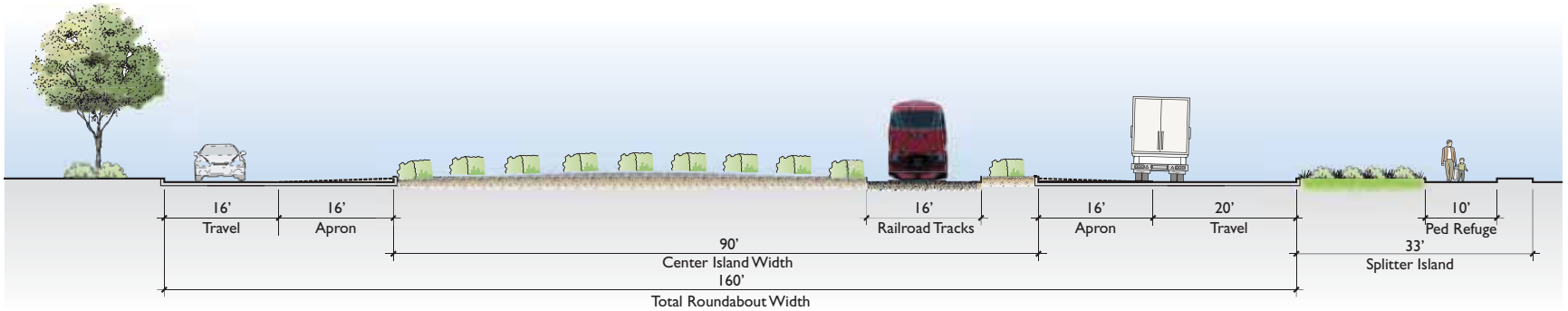


Figure V-8a. Section of Northern Roundabout, Looking Northwest

on the northbound side of Healdsburg Avenue to allow for a right turn lane in lieu of the proposed parking lane if needed prior to the construction of the northern roundabout (See Figure V-6). The southbound side of Healdsburg Avenue provides a key opportunity for pedestrian connections to Foss Creek. The widened sidewalk is designed to overlook daylighted sections of the creek. Walking paths and pocket parks will further activate the creek.

At intersections where new local streets meet central Healdsburg Avenue, crosswalks with high-visibility ("zebra"-type) striping will safely encourage pedestrian activity. Additionally, bulb-outs on the corners of these sidewalks will shorten crossing distances and create spaces that can be utilized for landscaping, pedestrian activities, and bicycle parking.

ROUNDABOUTS

NORTHERN ROUNDABOUT (MILL STREET/HEALDSBURG AVENUE/ VINE STREET)

A five-leg roundabout is planned to replace today's five-way intersection, with the existing railroad track passing through the center island of the roundabout, resulting in two at-grade rail crossings of the roundabout. Gate arms and warning signals will be placed within the circulating roadway as well as across the sidewalks at the rail crossing locations. The channelized right-turn from Vine to Mill Street will be removed, which will help reduce pedestrian walking distances. Pedestrians will have the right-of-way crossing each leg of the roundabout, which provides a much faster pedestrian crossing time compared to the existing condition with the traffic signal.

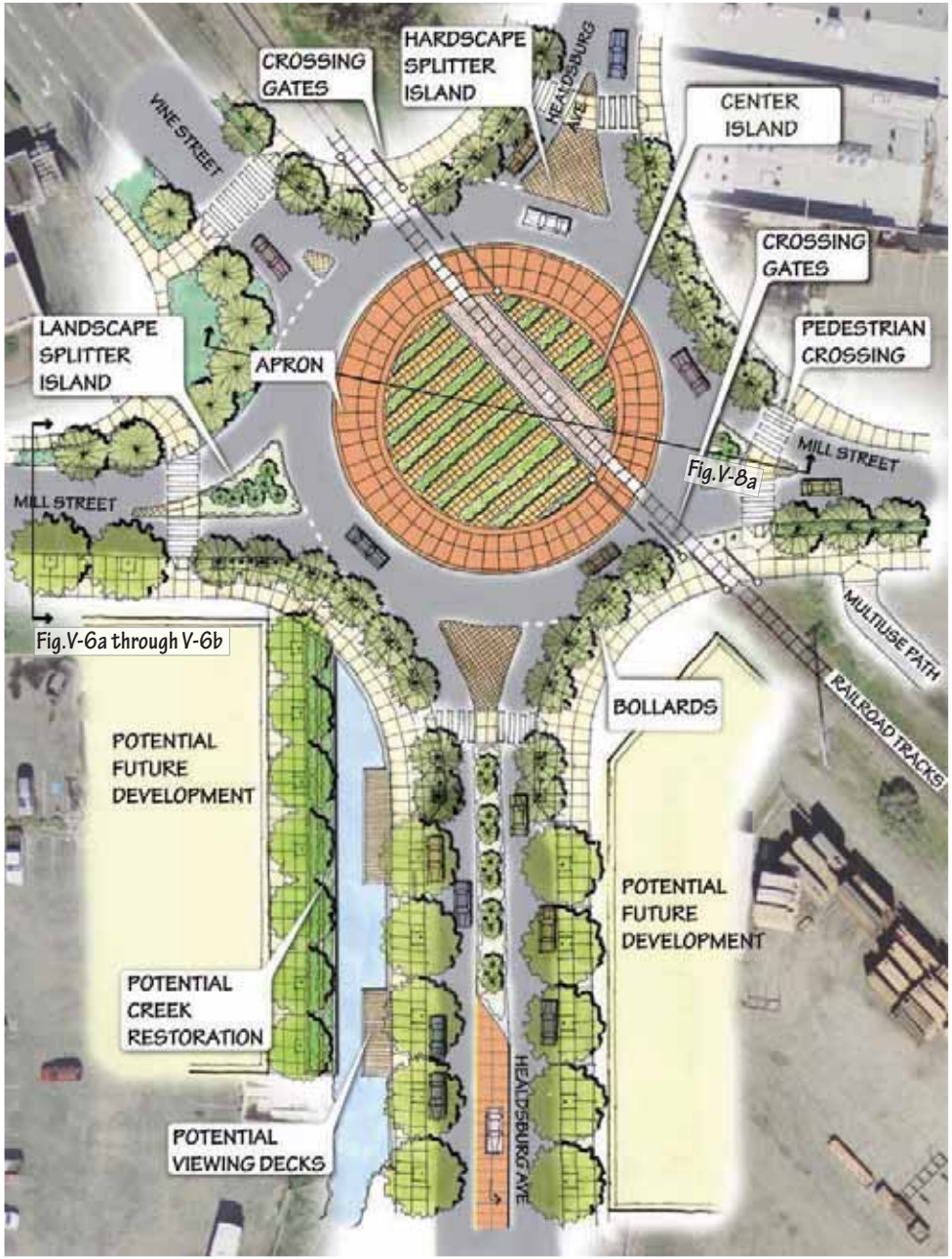


Figure V-8b. Plan of Northern Roundabout

Accommodating the roundabout and its approaches in this location creates only minor impacts on adjacent properties, with the exception of the property at 185 Healdsburg Avenue and the adjacent Humphrey properties. This currently vacant property at 185 Healdsburg Avenue – a former gas station – would lose its access to Healdsburg Avenue, and although the existing building would not be affected, approximately 1,725 sq. ft. of additional street right of way from the northeastern edge of this property may be needed for the roundabout and abutting sidewalk. In addition, a narrow strip of land, totalling approximately 300 sq. ft., along the northern edge of the Humphrey property may be needed.

SOUTHERN ROUNDABOUT

A three-leg roundabout is planned to replace the existing intersection of Healdsburg Avenue and the Central Healdsburg Avenue off-ramp from Highway 101. Cars exiting the freeway currently have the right-of-way and do not have to stop at the intersection, while cars moving southbound on Healdsburg Avenue toward Healdsburg Avenue Bridge have to wait for gaps in traffic to move across the uncontrolled intersection. This creates a dangerous situation where high-speed crashes have occurred. The roundabout will help slow vehicles as they approach the intersection, while maintaining traffic flow.

The proposed roundabout would be located on City- and Caltrans-controlled right-of-way. Retaining walls would be needed at the western and southern edges of the roundabout, where the sloping embankment along Highway 101 and a dip in the terrain respectively need to be addressed in order to fit the geometry of the roundabout and its approaches.

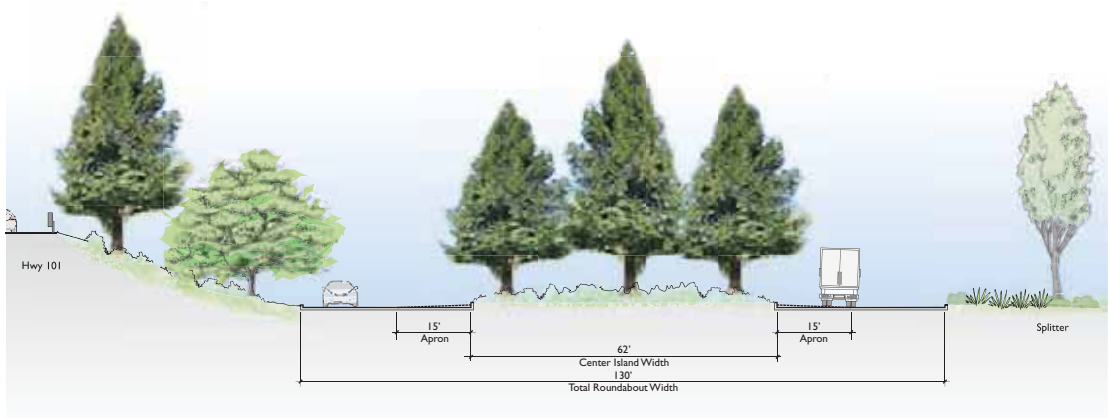


Figure V-9a. Section of Southern Roundabout, Looking North

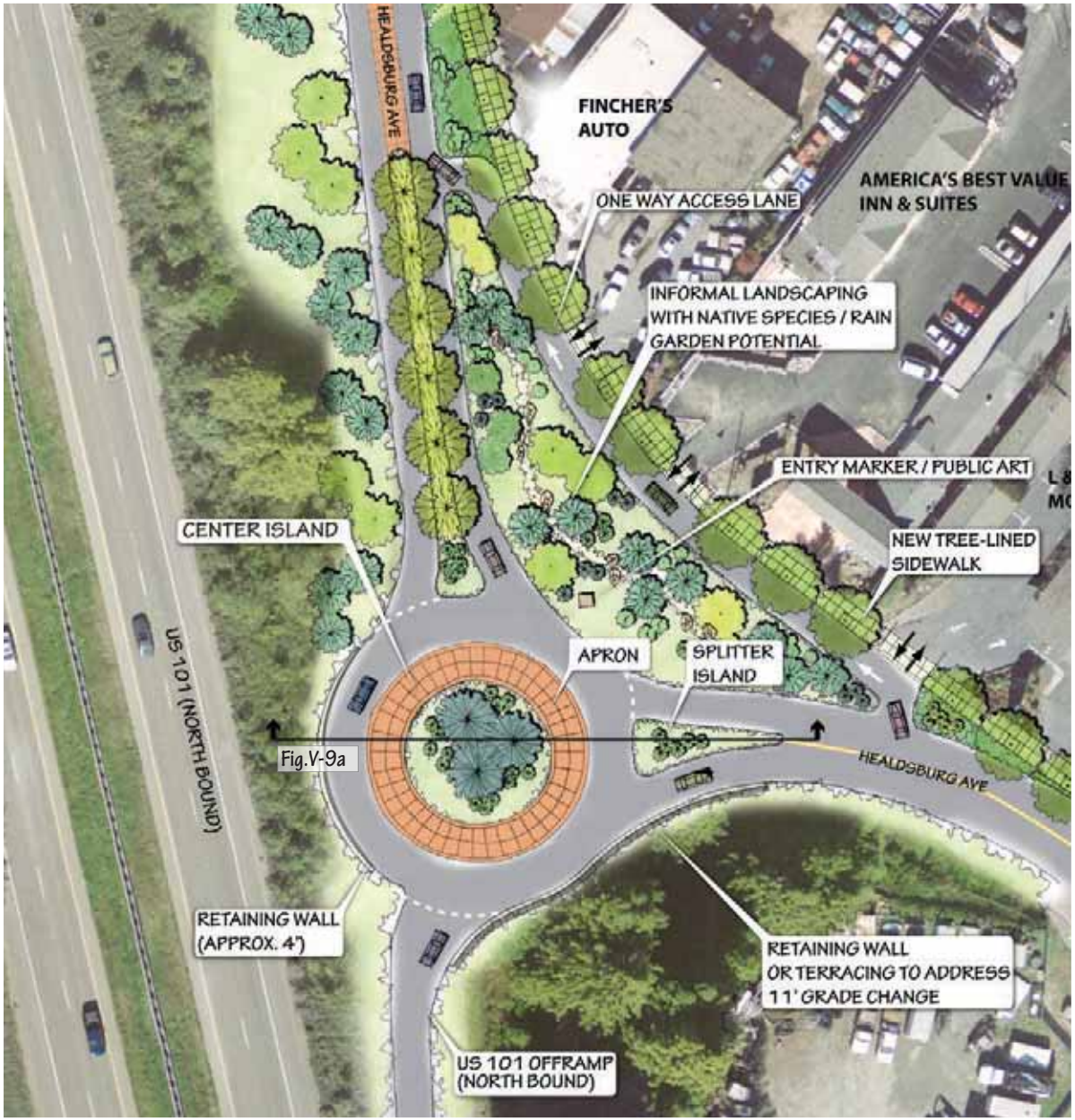
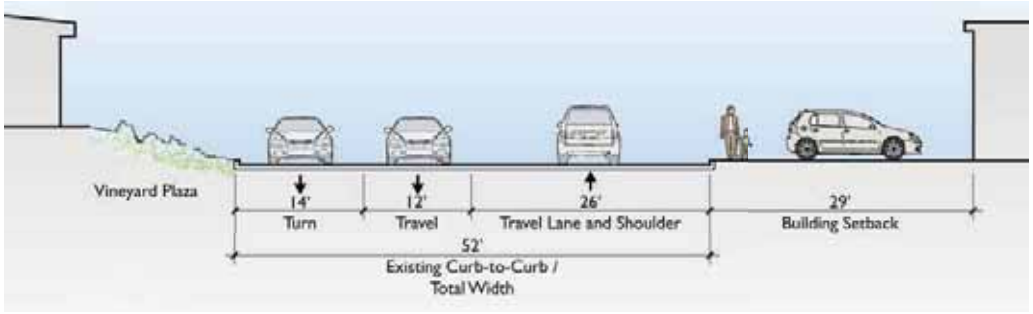
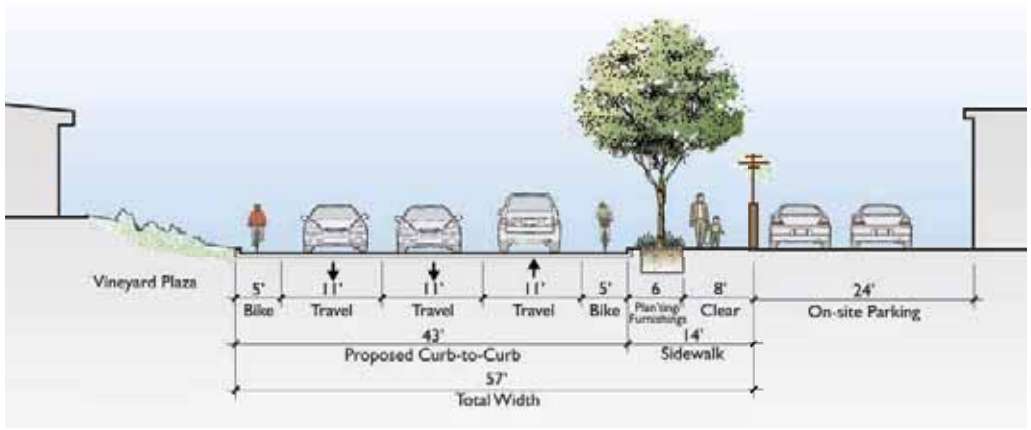
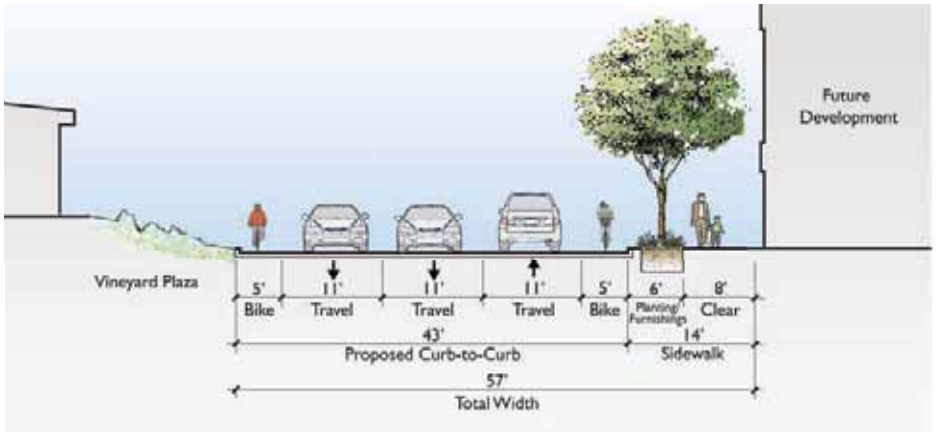


Figure V-9b. Plan of Southern Roundabout Illustrative Landscape Concept

The three-leg roundabout will require a large splitter island on the northeast side. This splitter island will separate faster-moving northbound and westbound traffic from slower-moving traffic whose intent is to turn onto driveways for existing businesses such as Fincher's Auto, America's Best Value Inn & Suites, and the L&M Motel. The splitter island also presents an opportunity for informal landscaping with native species or stormwater detention/filtration. Owing to its off-ramp location, it also presents an opportunity for announcing arrival in central Healdsburg through the incorporation of a highly visible and unique entry feature/public art installation. This could be an entry sign literally calling out *Healdsburg,* a memorable piece of art or an installation that combines both art and a callout of *Healdsburg*.







Top: Figure V-10a. Mill Street: Existing Conditions (looking east)

Middle: Figure V-10b. Mill Street Looking East: Mid-term Improvements (looking east)

Bottom: Figure V-10c. Mill Street Looking East: Long-term Improvements (looking east)

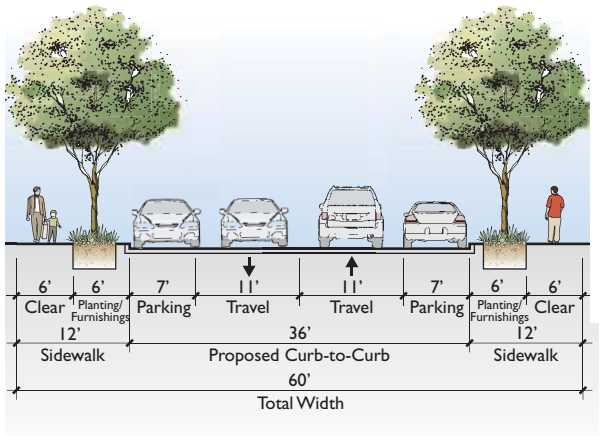


Figure V-11. Typical New Local Street

MILL STREET

A reconfigured three-lane section is planned for Mill Street. As in the existing section, two westbound lanes and one eastbound lane will be provided. Dedicated bicycle lanes in both directions will promote a safer bicycling environment.

A sidewalk is planned on the south side of Mill Street to provide safe pedestrian access to businesses on that side of the street. On the north side, a sidewalk already exists for approximately 180 feet west of the five-way intersection, connecting to the internal pedestrian circulation routes within the Vineyard Plaza shopping center. No additional sidewalk is planned for the north side of Mill Street. On the south side, on-site parking for existing businesses could be reconfigured in order to accommodate the new sidewalk, as shown in Figure V-10b. Over time, the existing building setbacks may be reduced in order to promote a street wall created by unified building frontage along the new sidewalk, consistent with the Walkable Frontage Type, as shown in Figure V-10c.

NEW LOCAL STREETS

A two-travel lane section is recommended for new local streets in the Plan area. Parking on either side of the travel lanes will provide on-street parallel parking, visually narrow the streets, and aid in reducing traffic speeds. Sidewalks lined with street trees and other

plantings will provide a safe and comfortable pedestrian environment. The minimum width for sidewalks (including planting/furnishing zone and clear zone) is 12 feet. The minimum dimension for the clear zone is 5 feet, but 6 feet is recommended.

At locations where new local streets intersect, bulb-outs on the corners of sidewalks will shorten crossing distances at crosswalks and create spaces that can be utilized for landscaping, pedestrian activities, and bicycle amenities.

STREETSCAPE DESIGN

Streetscape design focuses on creating a safe environment for pedestrians, and attractive and welcoming entry experiences, while fostering environmental sustainability.

ROUNDABOUTS

The following principles should be observed in the final design stage for the two roundabouts:

- Consistent with environmental responsibility, there should not be a water feature or element.
- Landscaping should utilize low water use species that require minimal maintenance
- Art should be incorporated into the design of the northern roundabout and be primarily expressed through the material composition and patterning of components. A larger piece of public art is appropriate only if it is closely integrated into the overall design of the roundabout. The specific nature of the integration of art into the roundabout design shall be determined in accordance with the City of Healdsburg's Public Art Policy and following review by the Planning Commission.
- Both roundabouts should be designed as part of their larger setting, not as objects in isolation.

Table V-1: Roundabout Design Characteristics

ELEMENT[1]	NORTHERN ROUNDABOUT	SOUTHERN ROUNDABOUT
Context	Buildings, train tracks, Foss Creek	Existing trees and other landscaping
Adjoining Sidewalk	Bollards and furnishings to protect pedestrians. Trees in tree wells.	Planter strips and/or bioswales between curb and sidewalk's *clear zone*.
Splitter Islands	Healdsburg Avenue: Emphasis on pattern created by hardscape/landscape elements Mill Street: Emphasis on "soft" landscape elements	Both: Emphasis on landscape elements, especially low-water use landscaping
Apron	Same decorative, colored concrete paving	
Center Island	Pattern-based composition that blends paving and planting. Incorporate public art	Informal planting with emphasis on trees

- Some of the design elements used in the design of the two roundabouts should be the same, such as the paving material used for the apron and hardscape surfaces within the splitter islands, in order to make the two roundabout read as elements of the same street while other design elements, such as the central island, reflect their distinctly different settings.

Table V-1 identifies recommended design elements and treatments for the various roundabout components to create a distinct character for each of the two roundabouts while providing that reflects its setting.

SIDEWALKS AND CROSSWALKS

Redesigned Healdsburg Avenue and Mill Street include widened sidewalks to ensure that pedestrians can safely and comfortably walk throughout the Plan area at all times of day and during night time hours. This also applies to the sidewalks of new streets associated with redevelopment in the Plan area.

The width of the *pedestrian realm* is determined by a variety of factors. These factors include: space required to accommodate the expected pedestrian volumes and activities; space needed to buffer pedestrians from moving traffic; space desired for the accommodation of street furniture and low-impact development (LID[6]) features; and the character of sidewalk-adjacent land uses. Based on the combination of these characteristics, the width of the pedestrian realm and the arrangement of streetscape elements may vary along the length of a given street.

The placement of design elements, such as amenities and landscaping, as well as the definition of the required clear sidewalk space for pedestrian travel is based on the segmentation of the pedestrian realm into "zones." This Plan distinguishes the following two key sidewalk zones:

- *Pedestrian Clear Zone:* Area intended for pedestrian travel only, which must comply with applicable ADA requirements. The minimum width of the pedestrian clear zone is 4 feet, for new local streets with very low pedestrian volumes. The width of the pedestrian clear zone should increase to a maximum of 6 feet on Healdsburg Avenue, Mill Street, and new local streets where higher levels of pedestrian volumes and activity are expected.
- *Planting/Furnishings Zone:* Street trees and other landscaping (including LID features), benches, trash receptacles, utility poles, fire hydrants, bicycle racks, wayfinding signs and other features are consolidated into this zone. Portions of this zone act as a buffer between moving traffic and activities on the sidewalk.

In all cases, the combined with of the pedestrian clear zone and the planting/furnishing zone should be 12 feet.

6. LID is a landscape-based approach to on-site stormwater management that prioritizes the use of Best Management Practices (BMPs) integrated into a building, site or street to treat stormwater and detain stormwater runoff. In addition to minimizing specific negative environmental effects of the built environment, the LID approach is focused on how BMPs can create more aesthetically pleasing stormwater management solutions that contribute to place making.

Sidewalks – All Streets

1. The recommended overall sidewalk and clear zone widths are indicated on Figures V-5b through V-11. Where outdoor dining or the display of retail goods is desired adjacent to the public realm, space can be provided on adjoining private property (in conjunction with building setbacks) following similar approaches in the downtown area.
2. No vertical objects may be located within 18 inches from the face of the curb to prevent vehicle overhangs from hitting vertical objects located in the Planting/Furnishings Zone and to provide clearance for large mirrors of delivery trucks.
3. Where parking parallels semi-continuous stormwater planters or landscape strips, 2 feet (from face of curb) of paved surface should be provided along the curb to allow the entering and exiting of vehicles on the passenger side and the passage to the nearest paved connection to the Pedestrian Clear Zone area of the sidewalk. At tree locations, tree grates flush with the adjacent pavement may substitute for paving to achieve the 2-foot travel area.
4. The tightest feasible turn radii should be used at intersections in order to slow turning vehicles as they cross the pedestrian realm. Allow the "control vehicle" – large vehicles such as delivery trucks and fire engines that only occasionally use the street – to cross the centerline to make turns.

Crosswalks – All Streets

1. Curb ramps should be perpendicular to the curb to maximize convenience for wheelchair users.
2. At unsignalized intersections, crosswalks should be paved with decorative, colored concrete with a distinct scoring pattern. (see Figure 7).
3. Incorporate corner and mid-block crossing bulb-outs in order to narrow crossing distances, increase pedestrian visibility, and slow motorists.
4. The geometric design of crosswalks for Healdsburg Avenue should follow the guidance of the Institute for Transportation Engineers' *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach: An ITE Recommended Practice*.[7] Geometric design of crosswalks on residential streets should follow the guidance of the Institute for Transportation Engineers' *Traditional Neighborhood Development Street Design Guidelines: An ITE Recommended Practice for Residential Streets, Third Edition*.

7. Available for download at www.ite.org/css.

MEDIANS AND TURN LANES ON HEALDSBURG AVENUE

Turn Lanes

The center lane of Healdsburg Avenue, which accommodates both left turn lanes at intersections and a two-way left-turn lane between intersections, will be distinguished from the adjacent travel lanes by visually offsetting the pavement through the use of distinctive pavement, such as colored concrete paving with a distinct scoring pattern. The scoring pattern and color of the concrete should match that used in the apron area of both roundabouts. The scoring pattern should be designed to minimize roadway noise.

Medians Associated with Roundabouts

Medians on Healdsburg Avenue that extend directly from the splitter islands at the northern and southern roundabouts will be landscaped with trees and plants of low height in order to comply with traffic engineering and pedestrian safety standards. At the northern roundabout, the design of the splitter island portions of the median on Healdsburg Avenue should be distinctly different from that of the splitter islands on Mill Street in order to further the orientation of all users of the roundabout. This may be achieved through a difference in the selected plants and the balance between hardscape and landscape elements used in the design (also see Table V-1).

Landscaped Medians

Raised and landscaped medians could be constructed in the two-way left turn lane of Healdsburg Avenue once development along the street has matured and the locations of needed breaks for left turns are known. These planted medians would solidify the design aesthetic of the avenue as well as provide an additional measure of safety by separating traffic in opposing directions.

LANDSCAPE ELEMENTS

Landscape elements, especially trees, are an important feature in the pedestrian realm and greatly contribute to establishing the streetscape character for Central Healdsburg Avenue, Mill Street, and New Streets. Trees add soft textures and colors, provide shade from the sun, introduce a pleasing visual rhythm, and create a positive sense of spatial enclosure for pedestrians. Equally important is the incorporation of shrubs, grasses, and perennials in bulb-outs, planting strips, and potential LID features (also see below).

All Streets

1. Trees and other landscaping should be planted in the Planting/Furnishings Zone.
2. Tree wells should have a minimum width of 5 feet (measured perpendicular to the sidewalk). Where trees are planted in continuous planting strips or planters exceeding 20 feet in length, these planting areas should have a minimum width of 4 feet (measured perpendicular to the sidewalk).
3. Street trees should be planted between 20 to 30 feet on-center, depending upon species and the desired canopy coverage.
4. Trees for the final design of Healdsburg Avenue, Mill Street, and New Streets should be consistent with the recommended species listed in Appendix B. All other plant material should be selected from the *Russian River-Friendly Landscape Guidelines*.
5. Landscaping should be used to complement light fixtures, street furniture, and other amenities in the Plan area.

6. The final street tree placement and maintenance routines should be closely coordinated with the placement and design characteristics of street light fixtures in order to avoid conflicts between tree canopies and street lighting.

7. Trees at the end of rows in the Planting/Furnishings Zone (and adjacent bulb-outs) should be planted as close as possible to pedestrian crossings at street corners and mid-block crossings to provide shade and to visually mark the locations of pedestrian crossings. This practice must be balanced with concerns for sight distance and clear views of traffic lights.

8. Trees should be planted in species-appropriate soil volumes to promote tree health and vitality. *Structural soils* should be used where necessary.

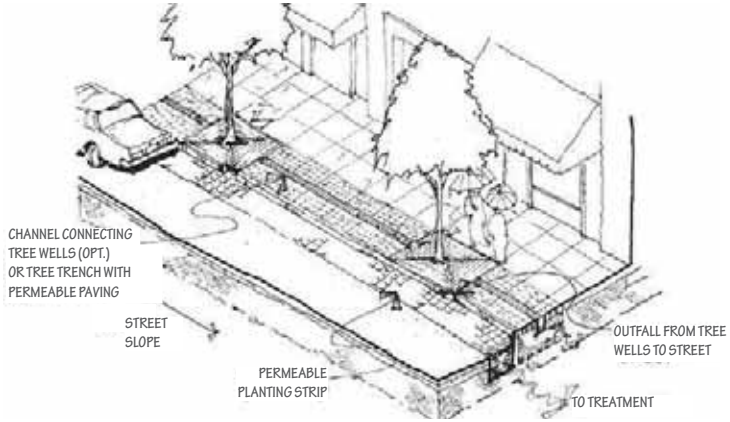
9. Consider using subsurface infiltration and conveyance trenches to link tree wells into a linear LID feature.

Healdsburg Avenue

Intersections and pedestrian crossings should be emphasized by selecting tree species for these locations that provide visual prominence. This can be achieved through planting taller or flowering trees in these locations or trees with other distinctly prominent characteristics.

South of Exchange Avenue, trees and other landscaping should be combined with continuous *bioswales* on the west side and *stormwater planters* on east side of the street.

Figure V-12. Diagram of subsurface infiltration and conveyance trenches that link tree wells into a LID feature.



Adjacent to on-street parking, stormwater planters should have regular breaks to allow for passage between parked cars and the Pedestrian Clear Zone of the sidewalk.

North of Exchange Avenue, trees should be accommodated in individual tree wells with tree grates or crushed gravel. Tree planting should be combined with stormwater planters with regular breaks to allow for passage between parked cars and the Pedestrian Clear Zone of the sidewalk.

South of Exchange Avenue, where existing auto-oriented uses are more likely to remain, trees should be spaced at 20 feet on center to screen these uses. North of Exchange Avenue, where new development is expected, trees should be spaced at 30 feet on center to provide greater visibility of pedestrian-oriented signage and architecture.

Example of bioswale.

Example of individual tree well with protective tree grate.

Mill Street

1. Trees on the south side of the street may be accommodated in individual tree wells or in continuous landscape strips. No new trees are proposed for the north side of the street due to existing mature trees and right-of-way limitations.
2. Tree wells should not be covered with tree grates and should be filled with drain rock or crushed granite, or be landscaped.

New Streets

1. With the exception of New Street "A" (see following guideline), all other New Streets within the Plan area (see also Figure V-1) should reflect a mix of tree species, consistent with Healdsburg's informal approach to street tree plantings in existing neighborhoods.
2. New Street "A" should be planted with evenly-spaced trees of a single tree species. This distinction is intended to emphasize the street's important role in providing pedestrian and bicycle access from the southeastern Plan area to the transit center.
3. Trees should be planted in individual tree wells where high pedestrian activity requires adequate space for circulation. Tree wells should be filled with drain rock or crushed granite, or be landscaped. Adjacent to residential uses, trees should be combined with landscape planting strips or stormwater planters.
4. Where linear landscaping strips or stormwater planters are used, regular breaks should be provided in order to allow access to and from on-street parking. Breaks should be a minimum of 5 feet wide, and 10 feet where pedestrian-scale light fixtures need to be accommodated at the edge of the break (see Figure V-1).

BULB-OUTS

Bulb-outs created through curb extensions should be used wherever feasible to visually narrow the roadway, shorten pedestrian crossing distances, and increase pedestrian visibility at crosswalks. In addition, by extending the sidewalk into the parking lane at some street corners and mid-block locations, additional space is created for pedestrian activities, bicycle parking, transit stops, café seating, and LID features like rain gardens for stormwater retention/filtering.

All Streets

1. The minimum length of bulb-outs should be 20 feet from the edge of the crosswalk (see Figure V-7). If longer bulb-outs are desired, their final dimension should be determined by balancing the need for parking with that for added space dedicated for pedestrian activities, bicycle parking, transit stops and stormwater management.
2. Bulb-outs should extend the full width of the parking lane.
3. The geometric design of bulb-outs and their curb radii should follow the guidance of the Institute for Transportation Engineers' *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach: An ITE Recommended Practice*.

STREET FURNITURE

Pedestrian-oriented amenities enrich the walking experience by adding functionality and visual interest to the pedestrian realm. "Street furniture" can include seating, trash and recycling receptacles, drinking fountains, news racks, bicycle parking, and wayfinding signage.

All Streets

1. Street furniture should be located in the Planting/Furnishings Zone, in space created by bulb-outs, or within sidewalk-adjacent setbacks on private property.
2. Street furniture placement should be closely coordinated with the placement of light fixtures and street trees.
3. No sidewalk amenity may reduce the clear width of a sidewalk to less than five feet and shall comply with applicable ADA placement and accessibility requirements.
4. Street furniture placement should be closely coordinated with the design of LID features (see below), the striping of parking stalls, and breaks in stormwater planters required for pedestrian circulation between the parking lane and the Pedestrian Clear Zone.
5. Seat walls and seating incorporated into buildings, landscape features, and stormwater planters may be used as an alternative to free-standing benches.
6. Consider installation of wayfinding signs, along Healdsburg Avenue, Mill Street (south side only, after redevelopment), and New Street A. Such signage could be expanded to include other access routes to the transit center (such as Fitch Street).

Healdsburg Avenue

1. Amenities, such as trash receptacles, benches, bicycle racks, and consolidated news racks should match in style, color, and finish those standard City of Healdsburg amenities used along the downtown segment of Healdsburg Avenue. This provides an over-

Source: Jake Richmod.

Example of a wayfinding sign.

Table V-2: Required and Optonal Street Furnishing

STREET	TRASH/ RECYCLING RECEP-TACLES	SEATING	NEWSRACK	WAYFINDING SIGNAGE	BICYCLE PARKING	PUBLIC ART
Healdsburg Ave. - North of Exchange	Yes	Yes	Yes	Yes	In bulb-outs as needed	Northern roundabout
Healdsburg Ave. - South of Exchange	East side of HBA and in eastern "splitter island"	In eastern "splitter island"	East side of HBA	East side of HBA	East side of HBA	Southern round-about in eastern "splitter island"
Mill Street	Yes	Otional	No	Yes	No	No
New Streets	New Street A	Optional	No	New Street A	In bulb-outs as needed	No

all tie between the different segments of the street, while landscape treatments act as the main distinguishing feature.

2. Amenities should be provided in accordance with Table V-2.
3. The installation of benches should occur in consultation with the owners of adjacent businesses.
4. Two trash receptacles should be provided per intersection, one on each side diagonally across from one another.
5. Bollards used along the sidewalk edges at the northern roundabout should be as per Appendix C and match the color and finish of other amenities and light fixtures installed on Healdsburg Avenue.

New Streets

1. Amenities for New Streets should be limited to City of Healdsburg standard trash receptacles and bicycle racks along New Street A (see Table V-2 and Appendix C).
2. Two trash receptacles should be provided per intersection, one on each side diagonally across from one another.
3. Benches or other seating along any New Street may be installed within the public right of based on private initiative, after consultation with and approval by the City.

LIGHTING

Quality lighting helps create a positive streetscape character both during the day and at night. Street and pedestrian lighting also increase safety for all users of a street. By day, the physical presence of light fixtures establishes a rhythm along the street that provides a reference point for pedestrian movement through space. At night, appropriately bright and even light distributed by a system of light fixtures will define the visual nighttime experience of a streetscape.

All Streets

1. Light fixtures along sidewalks should be located in the Planting/Furnishings Zone.

2. Particular attention should be given to the proper lighting of all crosswalks.

3. The existing "cobra head" light fixtures should be phased out and no new fixtures of this type should be installed in the Plan area, except as may be required by Caltrans near on- or off-ramps.

4. The needed lighting levels and recommended spacing of fixtures will be determined from results of a formal lighting analysis during the engineering phase of the street improvements. This analysis will also determine whether fixtures should be placed staggered or symmetrically on both sides of the street.

5. Light fixtures and tree spacing should be closely coordinated to avoid tree canopies blocking the light.

Healdsburg Avenue

1. Light fixtures installed along Healdsburg Avenue should be the Healdsburg standard historic replica light fixture used in the downtown (see Appendix D). Where higher levels of lighting are required per the lighting analysis, these should be accomplished by using the taller Healdsburg standard double-headed replica fixtures (see Appendix D).

2. Banner arms and banners should be attached to light poles on Healdsburg Avenue to further identify the street as a major commercial street and as a gateway to Healdsburg's downtown.

3. The location of light fixtures should be closely coordinated with those of LID features, street trees, and street furniture along Healdsburg Avenue to properly accommodate the higher pedestrian volumes and circulation needs expected on this street.

4. North of Exchange Avenue, where users are expected to frequent retail and restaurant uses during evening hours, lighting should be designed to enhance the access to and experience of activities into the night.

Mill Street

1. Light fixtures installed along Mill Street should be the Healdsburg standard historic replica light fixture used in the downtown (see Appendix D). Where higher levels of lighting are required per the lighting analysis, these should be accomplished by using the taller Healdsburg standard double-headed replica fixtures (see Appendix D).

New Streets

1. Light fixtures installed along New Streets should be the Healdsburg standard historic replica light fixture used in the downtown (See Appendix D).

LOW IMPACT DESIGN FEATURES

The (re)design of Healdsburg Avenue and the construction of New Streets present the opportunity to include LID[8] features that are fully integrated into the streetscape design for these streets. These features can reduce the peak level volume of stormwater runoff, slow the velocity of runoff, and improve the quality and potentially infiltrate stormwater runoff. Stormwater management strategies and LID features specific to public rights-of-way, such as stormwater planters, permeable paving, and landscape areas, as well as small-scale retention and infiltration areas, improve streetscape aesthetics while advancing stormwater management goals.

The specific selection of applicable Low Impact Development BMPs for Healdsburg Avenue and New Streets, their detailing, and connections to the City's existing storm sewer system and to Foss Creek will be determined during the preliminary and final engineering stages of the design of these streets.[9]

PERMEABLE PAVING

Permeable paving materials, such as permeable asphalts and concretes, decomposed granite surfaces, and unit paver systems are an alternative to standard impervious paving surfaces. Replacing standard pavement with permeable systems effectively reduces Healdsburg's impervious area by allowing runoff to percolate through street surfaces to detention, conveyance and infiltration facilities below.

In addition, temporary detention in the paving material and aggregate base allows many common pollutants to be naturally removed or trapped for later removal. This prevents the fast, pollutant-loaded and concentrated volume of runoff that can occur in typical gutters.

8. LID is a landscape-based approach to on-site stormwater management that prioritizes the use of BMPs integrated into a building, site or street to treat stormwater and detain stormwater runoff. BMPs are strategies or structural devices used to reduce volume, peak flows, and/ or pollutant concentrations of stormwater runoff through one or more of the following processes: evapotranspiration, infiltration, detention, filtration and biological and chemical actions.

9. BMPs may be selected from the California Stormwater Quality Association (CASQA) Stormwater BMP Handbooks, or Caltrans' 2007 "Storm Water Quality Handbook: Project Planning and Design Guide" (or the current edition), or an equivalent BMP manual that describes the type, location, size, implementation, and maintenance of BMPs. Innovative new strategies for addressing stormwater runoff through education, policy, and structural Best Management Practices (BMPs) are being developed rapidly as the field of low impact design grows.

All Streets

1. Permeable asphalt or concrete paving should be considered in parking lanes on Healdsburg Avenue and all New Streets.
2. LID and engineering best practices should be employed throughout the Plan area.
3. Permeable paving surfaces accessible to the public shall be designed to ADA standards.

STORMWATER TREATMENT

Rain Gardens

Rain gardens are landscaped areas in or adjacent to a street that are designed to collect and provide initial treatment and detention of stormwater runoff from adjacent streets and land uses. Rain gardens are designed to incorporate many of the pollutant removal and infiltration functions that operate in natural ecosystems, and can provide any or all of the major stormwater management functions: detention, retention, infiltration, and pollutant filtration. During larger storm events, overflow is directed into shallow, landscaped depressions for discharge for conveyance to infiltration or treatment facilities. Rain gardens can provide attractive landscaping and design that contributes to neighborhood character and provide educational opportunities about native planting and natural systems.

The installation of bulb-outs at Plan area intersections is specified elsewhere in this section.

Subsurface Trenches

Subsurface trenches for stormwater management are shallow facilities installed underneath landscaping or hardscaping to provide a temporary reservoir for stormwater detention and gradual infiltration. Stormwater collected by other facilities, such as permeable pavement in parking lanes, can be directed to these trenches where it is then filtered, detained and, where soil conditions allow, infiltrated to the water table below.

The proximity of Healdsburg Avenue, Mill Street, and New Streets to Foss Creek creates the opportunity to direct flows of water collected in a system of subsurface trenches to the creek.

All Streets

1. Subsurface trenches should only be installed in locations where infiltration is advisable.
2. A perforated pipe or other outlet leading to a detention pond or other facility that has the capacity to accommodate overflow in case of major storm events should be included in all subsurface trenches.
3. Where trenches are located under hardscape surfaces, permeable paving should be used if possible.

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VI. OPEN SPACE AND RECREATION FRAMEWORK

The goals of the Open Space and Recreation Framework are to provide open space and recreation opportunities, and preserve views of natural features within the Plan Area.

The Russian River, Foss Creek and Fitch Mountain are all important place-making elements of the Plan area's natural surroundings that should be capitalized on through access and views. A pedestrian path and public open space along Foss Creek would provide active and passive recreational opportunities and increase awareness of this important habitat and character-defining natural feature. Orienting new streets and massing buildings to capitalize on or preserve views of Fitch Mountain would help to "ground" new development in its natural setting.

The redwood stand that frames the parcel boundaries of the approved Garden Court Inn project (146 Healdsburg Avenue), as well as the redwood groves at the Central Healdsburg freeway exit and along Highway 101, are iconic natural features that help define the skyline of Healdsburg and root the city in its Northern California forest setting. These masses and stands should be preserved and highlighted through carefully-defined view corridors.

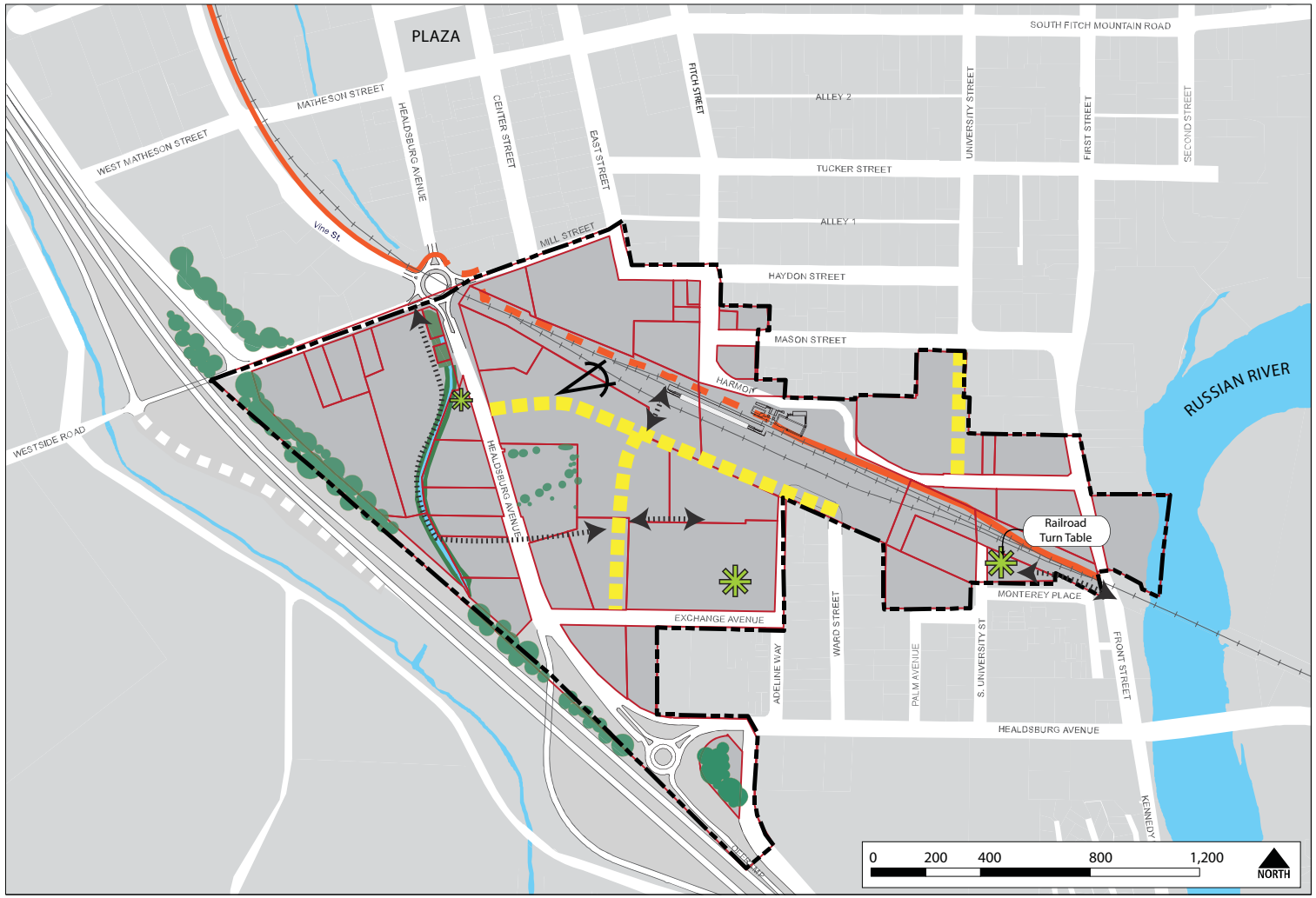

Fig. VI-1 - Open Space and Recreation Framework

- Central Healdsburg Ave. Plan Area
- Existing Multi-Use Path
- Planned Multi-Use Path
- Primary New Streets
- Pedestrian Connection
- Planned Roundabout
- Significant Tree Stands
- Creekside Open Space
- Proposed New Park (Exact location to be determined)
- View Corridor
- Planned Southbound On-ramp

FITCH MOUNTAIN VIEW CORRIDOR

Views to Fitch Mountain should be highlighted and capitalized upon in the design of New Streets and building massing.

NEIGHBORHOOD PARK

An approximately one-acre neighborhood park should be created to serve the future residents of the Plan area. Such a park should be located within the area bounded by New Street A, Adeline Way, Exchange Avenue and New Street B, where it could link the new development with the existing neighborhood and provide a common gathering space. If the park is built in connection with a new development, the park edges not adjacent to streets should be treated as either Walkable or Neighborhood Frontages.

The Land Use Code requires developers to provide usable open space for multi-family residential developments as either group (common) or private open space, or a combination of the two. For private open space, 150 square feet per dwelling is required, Group open space may be substituted for some or all of the requirement, with each two feet of group open space considered equivalent to one square foot of private open space.

Within the Plan area, to encourage the provision of publicly-accessible shared open space, neighborhood parks open to public use that include play equipment, seating and landscaping acceptable to the City may be dedicated as public parks, to be maintained by the City. Such parks shall be counted toward the code-required open space provisions as group open space.

FOSS CREEK RESTORATION

Removal of the structures atop Foss Creek south of the five-way intersection, and the daylighting and habitat improvement of Foss Creek are important goals of this Plan. Immediately south of the five-way intersection, where the creek runs immediately adjacent to Healdsburg Avenue, an Urban Frontage Type and a more urban treatment of the Foss Creek embank embankments are envisioned, as shown in Figures VI-2 and VI-3.

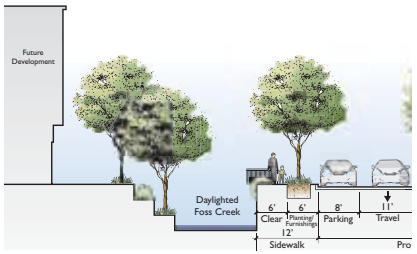

Figure VI-2. Foss Creek Restoration (looking North)

Figure VI-3. Foss Creek Park (West side of Healdsburg Avenue, south of the five-way intersection)

FOSS CREEK PARK

Where Foss Creek heads west, away from Healdsburg Avenue, a small creekside park should be created between the creek, Healdsburg Avenue, and the secondary new street. This park should have sidewalks along the street edges, a path and naturalistic plantings along the creek, seating and potentially picnic areas. Low plantings should be used to create a sense of separation from the traffic on Healdsburg Avenue, while maintaining open sightlines to enhance safety through informal surveillance.

FOSS CREEK SOUTHERN REACH

South of Foss Creek Park, an ecological enhancement approach to the creek edge will provide maximum habitat value. New structures in this reach must be set back 35 feet from top of bank, consistent with City regulations. Landscape selection and implementation should be consistent with the Russian River Watershed Association's *Russian River-Friendly Landscape Guidelines.*[10]

Where space is limited (for example, because existing structures within the setback are to remain), terracing or planted embankments can be used to enhance the creek's ecological value while permitting public access and views of the creek, as illustrated below.

FOSS CREEK TRAIL

An extension of the Foss Creek Pathway, a 12-foot paved multi-use trail, should be built along the west side of Foss Creek south of Foss Creek Park. Two-foot wide soft shoulders of ¾-inch minus crushed aggregate should be provided on both sides of the path. This provides a setback or "shy distance" from fixed objects along the path edge, serves as a tactile warning device for anyone inadvertently swaying off of the pathway, and provides a soft surface for walking and jogging. Vertical clearance along the path should be a minimum of 10 feet and horizontal clearance should extend 2 feet beyond the path shoulders.

10. Available for download at www.rrwatershed.org/programs/land-use-guidelines.org

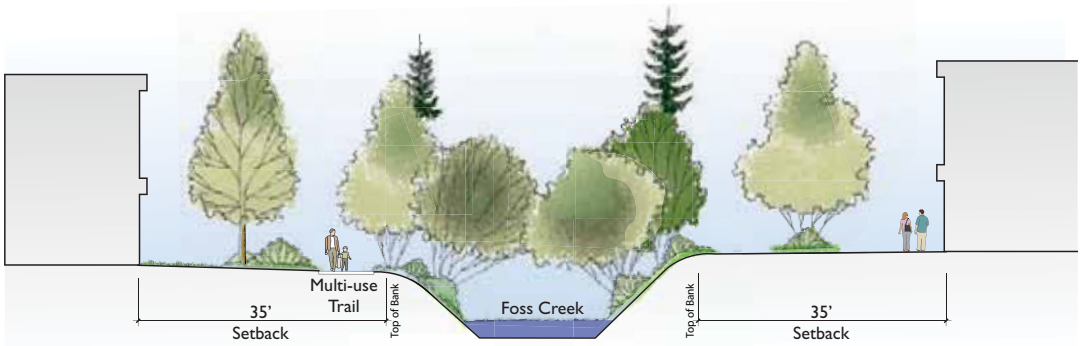

Figure. VI-4a. Foss Creek Southern Reach

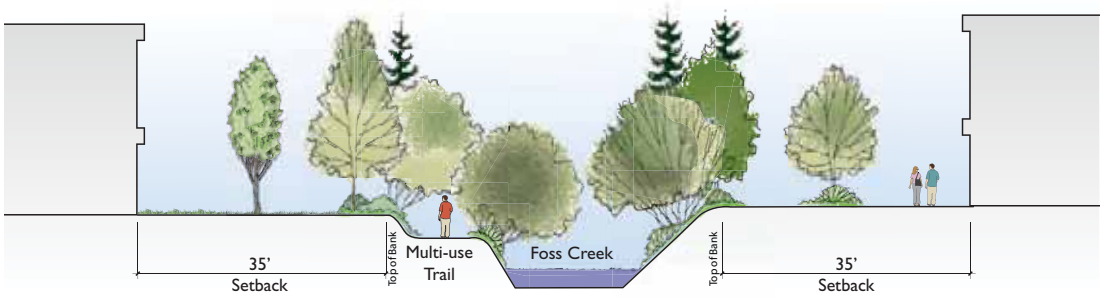

Figure. VI-4b. Foss Creek Southern Reach - Limited Space - Option 1

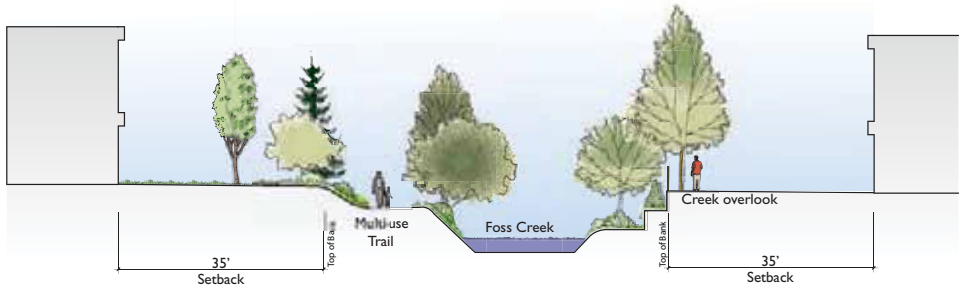

Figure. VI-4c. Foss Creek Southern Reach - Limited Space - Option 2

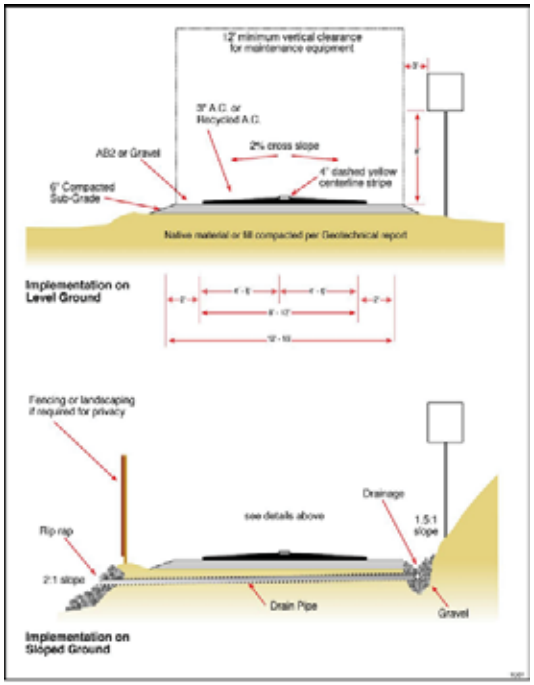

Figure VI-5. Typical Class I Pathway Cross-Section (source: Foss Creek Pathway Plan, City of Healdsburg)

Rather than creating a dead end to the trail, which could encourage undesirable activity due to lack of surveillance, the trail should include a footbridge over the creek and connect back to Healdsburg Avenue north of Exchange Street.

HISTORIC AND MODEL RAILROAD ATTRACTION

Remnants of the historic railroad turntable are present within the rail right-of-way on the south side of the tracks, just east of South University Street. This cultural resource should be made accessible with a trail, preferably connecting to Front Street, and interpretive signage should be provided to explain its historic significance.

The Northwestern Pacific Railroad Historical Society is seeking a site for a historic railroad equipment display, which could be located near the turntable site or near the station. The historic rail exhibit would allow the Society to preserve the restored railroad locomotive and cars already in their possession and to continue restoration efforts in the future. The Sonoma County Model Railroad Club would like to locate a meeting facility and home for permanent or changing model railroading displays in the vicinity of the historic station.

Having a functioning, public access model railroad layout near a historic railroad equipment display and a public access railroad history research library creates the potential for a multi-component "railroad park" attraction. Such parks have become destination tourist venues in a number of locations across the U.S., including Scottsdale, Arizona; Medford, Oregon; and Birmingham, Alabama.

The multi-component railroad park attraction, one of several potential commercial/recreational concepts for the immediate station area, is envisioned as a family destination and a focus for public recreational railroad activities in Sonoma County. Desired components include the historic rail equipment display, a railroad history museum and library, model railroad(s), and a family picnic area and children's playground. A minimum of three acres would be needed for the rail car display facility, with two parallel tracks at least 200 feet long, a security fence, lighting, and weather protection. Approximately 800 to 1,000 square feet of indoor space would be needed for the research library. Parking and pedestrian access would also be needed. Creation of a railroad park would require coordination with SMART, which owns the rail right of way, as well as with the North Coast Rail Authority.

Historic railroad turntable

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VII. UTILITIES

EXISTING UTILITIES ASSESSMENT

The Healdsburg 2030 General Plan utility assessment gives a broad view of the conditions of the existing utility systems that support the Plan area. The City of Healdsburg has the water supply, storage and distribution system to supply the Study Area with domestic and fire protection water. Additionally, the City has trunk sewage collection and new treatment systems to support the Study Area. The City owns and generates its own electric distribution system and has the capacity and distribution system to supply the Plan area. Similarly, PG&E's gas supply system, AT&T's telephone service and Comcast's cable TV service systems are sized to provide the Plan area reliable service. Fiber optic for TV and telephone is available to the Plan area.

The area's drainage system, from a broad perspective, is deficient and fragmented and is planned for area-wide upgrades. A substantial portion of the Plan area, though, drains to Foss Creek, which has recently been studied to demonstrate it has capacity for the 100-year storm event within its banks.

UTILITY IMPLEMENTATION PLAN

As the Plan area undergoes the planned development process, detailed utility studies will need to be conducted. Additionally, much of the area's utilities are aerial (electric and TV/telephone) and according to City standards, these utilities will be required to be modernized, checked for local capacity, and undergrounded. Local sewer and water systems are old and many times undersized and therefore will need be improved to modern, current standards. Local drainage systems will be adapted to the surface revised street systems while adding the LID water quality features, completing the gaps in the area's piping and checking for correct capacity. All utilities that cross the railroad right-of-way must be coordinated with SMART and/or NCRA to ensure compatibility with the future rail track bed.

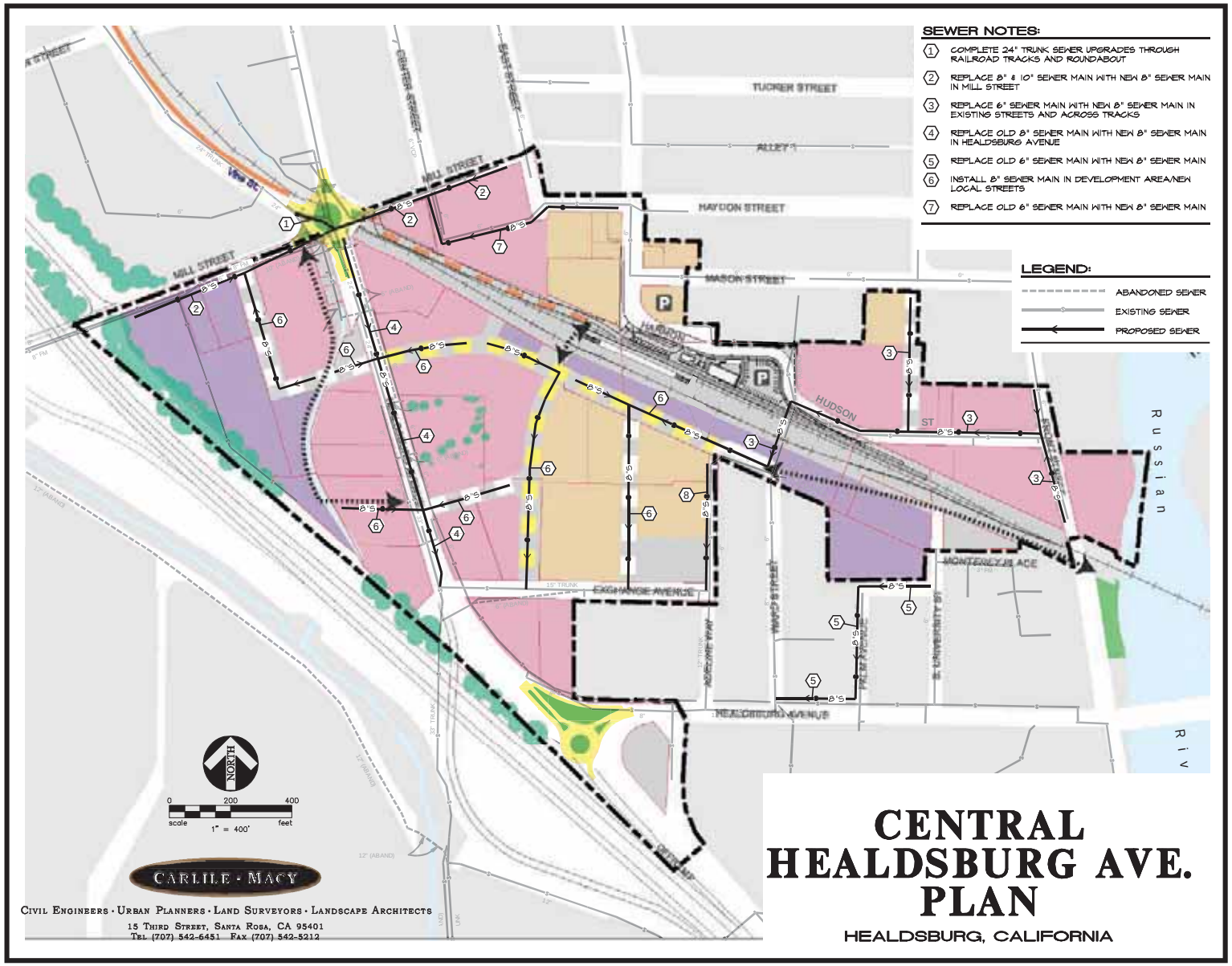

Figure VII-1. Conceptual Wastewater System Improvements

WASTEWATER SYSTEM

The Plan area in general has old, undersized sewer collection systems that will be improved to new standards of capacity and materials. The trunk sewer in Central Healdsburg Avenue will be improved through the 5-way roundabout. As development occurs, streets at the edges of the Plan area will have utility improvements as conditions of approval of developments. Local new streets will have new improvements to current standards and provide collection systems and new services. The large land areas of current industrial use (Plum Industrial Park, Nu Forest Products) have limited, private wastewater collection systems that will be improved as these areas are developed.

WATER SYSTEM

The Plan area in general has old, undersized distribution systems that will be improved with future development and streetscape improvements. Systems of correct size and placed in maintainable locations through the SMART/NCRA tracks are proposed in the five-way roundabout, University Avenue and Front Street crossing areas. As development occurs, streets at the edges of the Plan area will have utility improvements as conditions of approval. Local new streets will have new improvements to current standards and provide grid distribution systems for better area reliability.

DRAINAGE SYSTEM

Within the Plan area, the northeast side of the railroad tracks is drained via two existing drainage systems. One system drains to the Russian River. The second system drains westerly down Mill Street, under Central Healdsburg Avenue and the railroad tracks to Foss Creek. This pipe is adequate in the Central Healdsburg Avenue/railroad track area.

There are five other storm drain crossings of Central Healdsburg Avenue that should be sufficient for use and outfalls to Foss Creek, depending on condition and depths of pipe and the extent of future development.

A 2004 West-Yost & Associates study assessed the easterly portion of Central Healdsburg Avenue Plan area and concluded that a new 30-inch diameter outfall by the Healdsburg Bridge and a large backbone infrastructure storm drain would be needed in Healdsburg Avenue (from the Highway 101 off ramp to Front Street). A portion of this 30-inch storm drain is built and the remainder will be completed through development extractions or as area benefit district improvements.

The large industrial area (Nu Forest Products and adjacent sites) has no formal drainage systems and stormwater flows overland to Adeline Way or infiltrates. Considerable new storm drain systems will be required to accommodate future development.

The Plum Industrial Park area has limited storm drainage, but stormwater flows overland directly to Foss Creek. Future development should tie into the twin 60-inch diameter storm drains to minimize outfall improvements to Foss Creek.

Foss Creek in the Central Healdsburg Avenue Plan area has been studied (September 2008) with a Hec-Ras hydrologic model. The design storms were found to be substantially contained within the creek banks.

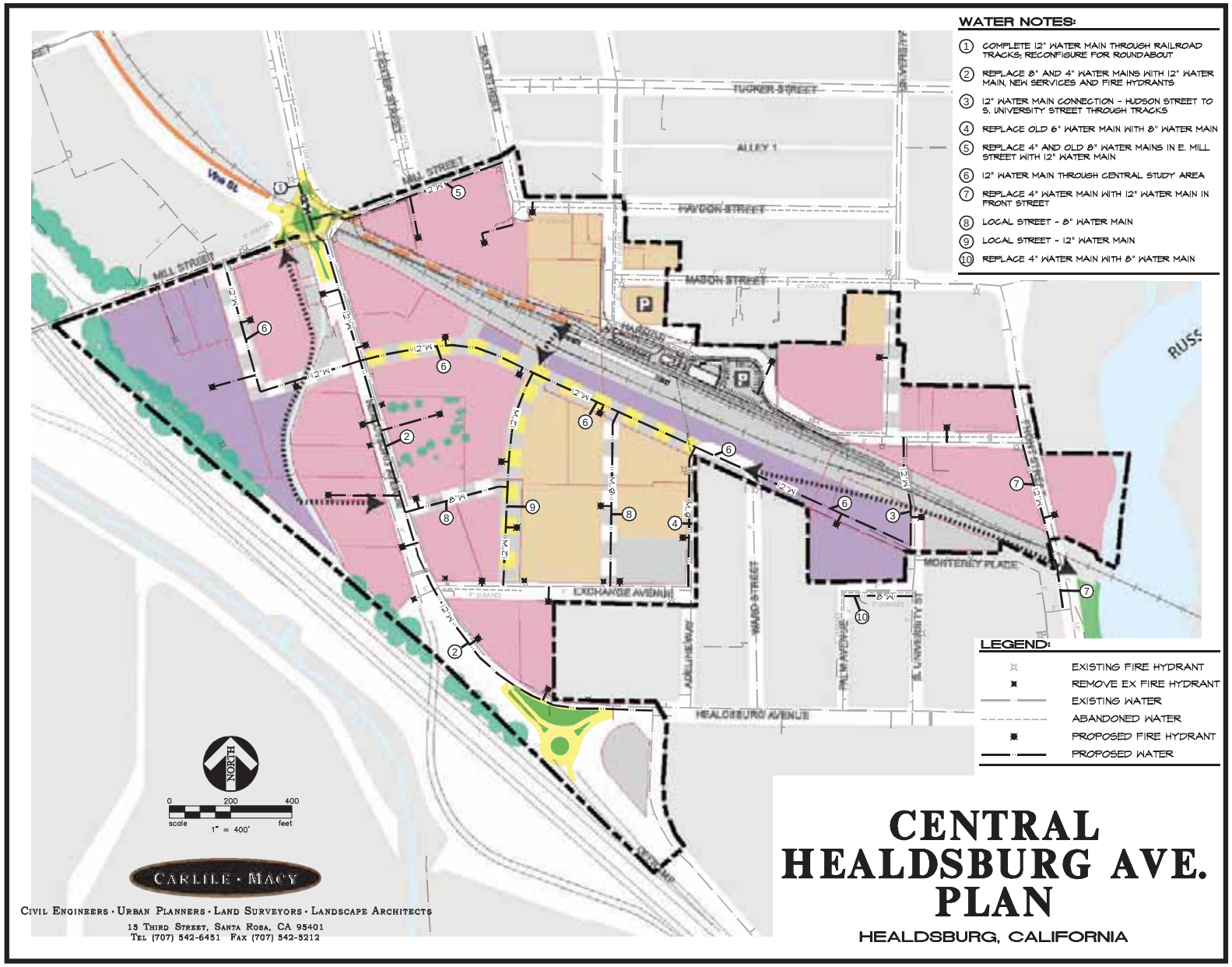

Figure VII-2. Conceptual Water Supply System Improvements

Foss Creek in the Central Healdsburg Avenue Plan area is in a condition that does not reflect the City's policies and regulations for its protection and restoration. Many of the banks are fenced and have hardscape or buildings at the creek bank edge. In two cases, the buildings are built over the creek with old reinforced concrete box (RCB) culverts conveying flows and supporting the surface structure. The RCB beneath the five-way intersection has been 90% improved while a short section on the south side of Mill Street is unimproved (and failing with temporary metal plate covering supports). This section of RCB is the upstream portion of the wooden RCB below and is supporting the abandoned gas station on the southwest corner of Mill Street and Healdsburg Avenue.

Area development through land use or streetscape improvements will necessitate relocations, improvements to current standards, and additions of water quality features reflecting LID design criteria (such as planters and bioswales) to the local drainage systems. The Master Drainage Plan exhibits give an approximation of the anticipated improvements, which are reflected in the cost estimates in the Implementation Strategy.

Foss Creek downstream of the five-way roundabout to the double 66-inch storm drain outfalls is planned to be improved to a landscaped creek channel within a linear park. The existing buildings over the portion of Foss Creek are to be removed in conjunction with the creek and adjacent streetscape improvements.

Foss Creek is planned to be improved by the elimination of invasive non-native plants, bank stabilization, and improved riparian habitat in conjunction with the planned pedestrian circulation pathway. Long term, the buildings and site features are expected to conform to setback requirements and improve the functional relationship among the creek environment, pedestrian access, and adjacent land uses.

DRY UTILITIES

Much of the Plan area's *dry utilities* (such as electric, cable TV and telecommunications) are located aerially on wood poles. Modernizing and conforming them to current standards will involve removing the aerial system and placing it in underground duct systems. On Mill Street and Central Healdsburg Avenue, the aerial system of electric and communications cables will be removed in conjunction with streetscape improvements, changing services to existing or proposed buildings. Existing streets abutting development sites, depending on the location of aerial systems, will include an underground system for the new project while possibly leaving an overhead system for existing uses on the opposite side of the street. The five-way roundabout, University Street, and Front Street SMART/NCRA track joint trench crossings should be completed in conjunction with land development or SMART track improvements in the Plan area.

The gas line in Central Healdsburg Avenue is not proposed to be improved with the exception of services to new buildings. New Plan area streets will have gas improvements predicated on project requirements and placed in a common joint trench.

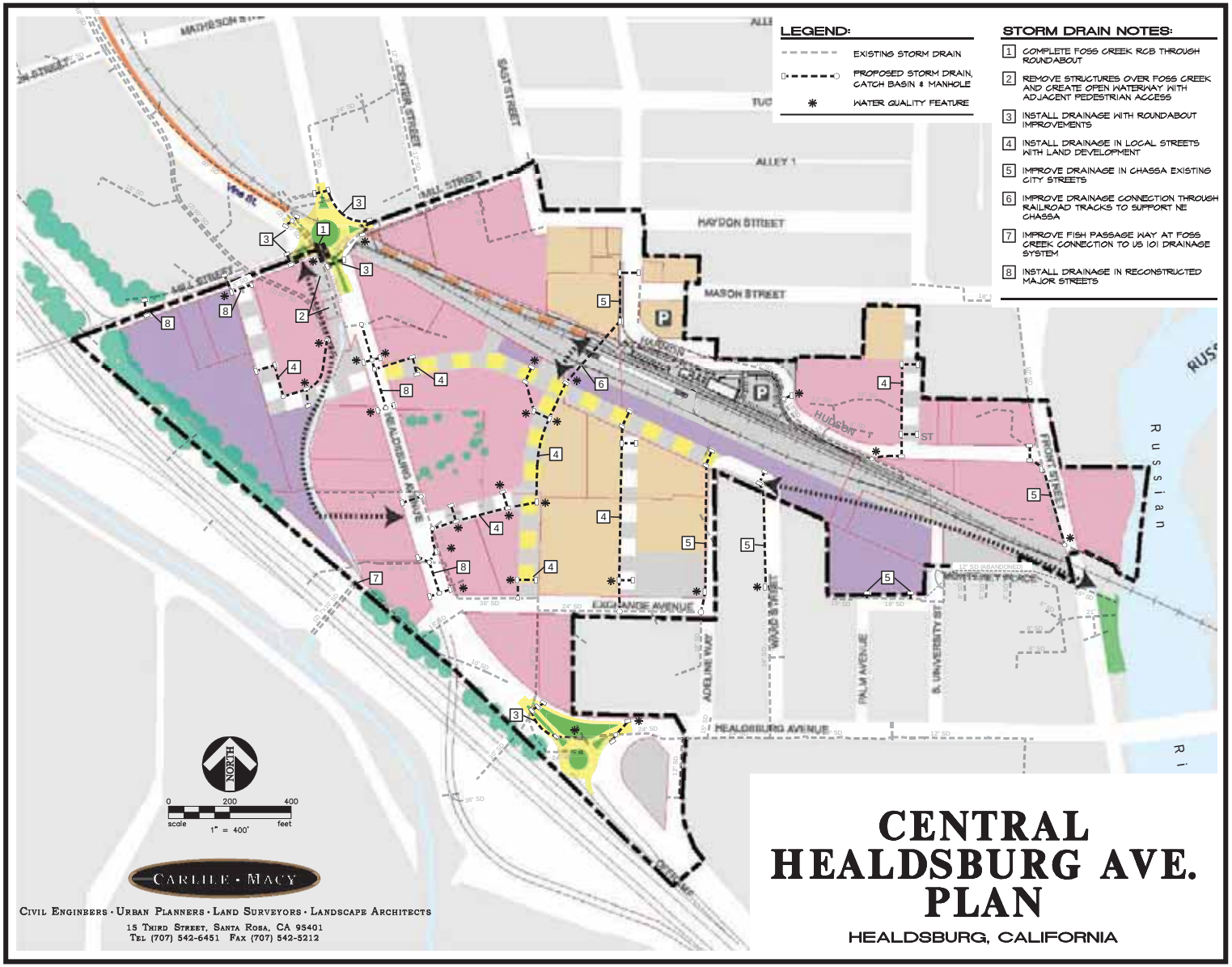

Figure VII-3. Conceptual Drainage System Improvements

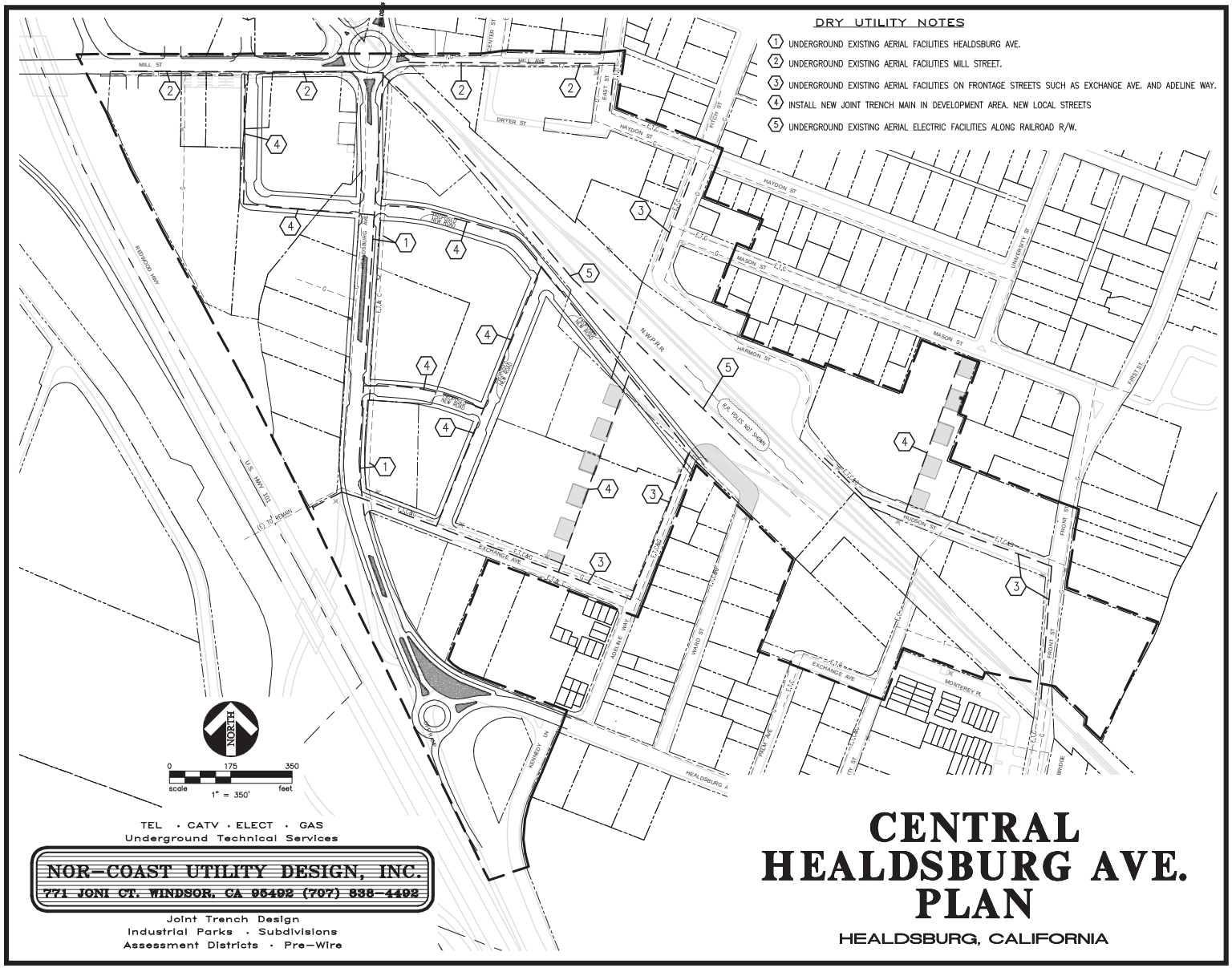

Figure VII-4. Conceptual Dry Utility System Improvements

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VIII. IMPLEMENTATION FRAMEWORK

This chapter provides a framework for implementing the Plan.

The planning process included an assessment of existing utilities that identified improvements required to modernize the Plan area's wastewater collection, water distribution, and drainage systems. Exhibits describing these improvements are included in Chapter VII. These utility improvements are likely be made prior to or concurrently with improvements to the street network; they are therefore discussed below in concert with the street improvements.

The following section discusses the implementation actions necessary to fulfill the Plan, including a brief description of benefits and key considerations, key partners who will likely be involved in implementation, project phasing, and preliminary infrastructure cost estimates where available. This discussion is summarized in Matrix 1 in Appendix A. The second section of the implementation strategy describes typical funding and financing sources for the types of capital improvements recommended in the plan. Matrix 2 in Appendix A, matches each implementation action with potential funding/financing sources.

In both the matrices and the following text, implementation actions are categorized as occurring in the short-term (1 to 5 years), mid-term (5 to 10 years), long-term (10 plus years) or – for projects that are linked to private development for either funding or execution – "as development occurs." Implementation actions mentioned below are followed by parenthesis noting where in Matrix 1 they can be found.

CIRCULATION AND UTILITIES IMPLEMENTATION

Before significant development may occur in the Plan area, detailed street and utility plans will be required. As part of this process, the City will petition Caltrans for approval of particular projects, identify necessary mitigations, and provide notice to property owners and potential developers of any fees, exactions, or other requirements (Item 1a in Matrix 1).

The improvements to streets and utilities envisioned in the Plan include:

- Replacing the five-way intersection of Healdsburg Avenue, Vine Street and Mill Street with a roundabout and making associated improvements to utilities (1b).
- Reconfiguring Healdsburg Avenue between Mill Street and Exchange Avenue and making associated improvements to utilities (1c).
- Reconfiguring Mill Street from Highway 101 to Healdsburg Avenue and making associated improvements to the Highway 101 underpass and utilities (1d).
- Constructing a southbound on-ramp at Westside Road (1e).
- Creating a southern roundabout where the Highway 101 off-ramp intersects Healdsburg Avenue (1f).

Because these projects would significantly improve traffic circulation, and because some of these improvements may trigger others, most should be completed in phases within the next five years if possible. In particular, the five-way intersection roundabout is likely to necessitate at least some level of improvements to Healdsburg Avenue and Mill Street. The development of the five-way intersection roundabout will also require close coordination with both SMART, which owns the railway tracks that run through the intersection, and the North Coast Railroad Authority (NCRA), which plans to operate freight trains on this stretch of rail.

To the extent that any of these projects will affect Highway 101 on-ramps or off-ramps or other Caltrans property, they will require coordination with Caltrans. In particular, Caltrans' approval will be required for the new southbound on-ramp at Westside Road. Because the new on-ramp would be relatively close to the existing southbound on-ramp from Healdsburg Avenue, Caltrans may require mitigations that could affect the timing and design of the southern roundabout. For this reason, the southern roundabout is shown in Matrix 1 as occurring in either the short- or medium-term.

In addition to the high-priority improvements listed above, the Plan includes potential alignments for new primary and secondary streets. Implementation actions include:

- Creating a new street connecting Ward Street and Adeline Way to Healdsburg Avenue at a signalized intersection (1g).
- Working with developers to create other new local streets as development of larger properties occurs (1h).

- Making street, utility, and other infrastructure improvements along the frontages of opportunity sites as development occurs (1i).

The exact alignments of other new streets and utilities will depend on individual development proposals. SMART will be a key partner in the creation of any new street within its right-of-way.

Table V provides preliminary estimates of the magnitude of cost for each of the street improvement projects discussed in this section (as well as Foss Creek improvements, discussed below), broken out by the cost of utilities versus the cost of surface improvements. In general, utility improvements should precede or be made concurrently with the street improvements to reduce costs. Land acquisition costs are not included.

Table VIII-1. Preliminary Cost Estimates for Major Capital Projects

IMPLEMENTATION ACTION		SURFACE IMPROVEMENTS	UTILITY IMPROVEMENTS	TOTAL COST
1b.	5-Way Roundabout**	$1,800,000	$400,000	$2,200,000*
1c.	Central Healdsburg Avenue**	$1,160,000	$1,540,000	$2,700,000
1d.	Mill Street**	$720,000	$480,000	$1,200,000
1e.	Westside Rd. Southbound On-Ramp†	$1,200,000	$0	$1,200,000
1f.	Southern Roundabout	$2,000,000	$0	$2,000,000
1g.	Local Street-Internal	$2,600,000	$2,400,000	$5,000,000
1h.	Local Street-Frontages	$1,100,000	$1,700,000	$2,800,000
3b.	Foss Creek Restoration, Foss Creek Park, and Multi-Use Trail*	$1,680,000	$0	$1,680,000*

Source: Carlile Macy, 2011.

*Includes median islands, public art, and railroad improvements.

**Includes undergrounding overhead utilities and assumes one new signalized intersection.

† Includes a wall system against the adjacent drainage way to the west, minimal clearing of the substantial redwood grove freeway shoulder widening and signing.

PARKING IMPLEMENTATION

The gradual redevelopment and increased intensity of use in the Plan area, combined with the eventual introduction of passenger rail service, has the potential to increase parking demand in the long-term. This Plan's parking measures are intended to promote efficient utilization of existing on- and off-street parking spaces, contribute to a walkable urban fabric, encourage transportation alternatives other than the private automobile, and provide flexibility for developers and business owners in determining how much parking to provide.

In order to ensure consistent availability of on-street parking spaces, the City could establish short-term parking zones, or install parking meters that would have the added benefit of providing revenue for neighborhood improvements (2a). To improve utilization of future off-street public parking facilities, the City should install signage and other way-finding treatments (2b). As redevelopment of the Plan area occurs and passenger rail service is introduced, the City may also consider establishing a residential permit parking district in adjacent residential areas to mitigate the impact on the neighborhood (2c). Residents, local businesses, and property owners would need to be closely consulted on all of these measures.

A final component of the Plan's parking management strategy is to encourage alternatives to the privately-owned automobile, such as bike sharing (2d) and car sharing (2e). A bike-sharing program would build on the success of the longer-term bicycle rental services that already exist in Healdsburg. A car-sharing program would be more challenging to implement in the near-term; car-sharing organizations typically make decisions about where to locate cars based on transit access and the existing and potential pool of car-share members. In the long-term, as passenger rail service is introduced in Healdsburg and higher-density, mixed-use development occurs, car sharing may become a more viable option.

OPEN SPACE AND RECREATION IMPLEMENTATION

The Open Space and Recreation Framework lays out the vision for a network of parks and open space in the Plan area that would provide bicycle and pedestrian connections to Foss Creek and the downtown. New parks are planned near the intersection of Exchange Street and Adeline Way and along Foss Creek. However, an additional master plan is required to finalize details and provide property owners and developers with notice of fees, exactions, or other requirements (3a).

A key component of the framework is daylighting, improving habitat qualities, and biologic capacity, and improving pedestrian access to Foss Creek, including creating a new Foss Creek Park between the creek and Healdsburg Avenue and a multi-use trail along the west side of the creek (3b). As a critical first step, the City should identify opportunities to acquire the key parcels and/or establish easements that will be required to achieve this vision. As shown above in Table 8-1, preliminary estimates place the cost of these improvements, not including land acquisition, at approximately $1.68 million. Significant changes to Foss Creek would require coordination with the California Department of Fish and Game, the North Coast Regional

Water Control Board, and potentially (because the creek is in a flood plain) the Army Corps of Engineers and Federal Emergency Management Agency.

The Plan also explores ways to highlight the train depot's history, including redeveloping the historic railroad turntable (3c), potentially to include a display for historic railroad equipment that would be provided by the Northwestern Pacific Railroad Society (3c (i)). Creating this park would require working closely with SMART, which owns the right-of-way, and the North Coast Railroad Authority, which is planning freight operations.

The Plan also calls for SMART to explore the inclusion of a model railroad exhibit inside the railroad depot building, which would be curated by the Sonoma County Model Railroad Society (3d). These implementation actions would take place in the medium- to long-term, as the depot facility is rehabilitated and developed for passenger railroad service.

URBAN DESIGN AND LAND USE IMPLEMENTATION

Demand for residential, visitor-serving, and retail uses in Healdsburg and the Plan area is strong. In order to capture this demand and facilitate the vision of a walkable, mixed-use district, the City should adopt the Urban Design Guidelines recommended in the Plan (4a) and consider amending the General Plan and rezoning portions of the Plan area (4b).

GENERAL PLAN AMENDMENTS

The Healdsburg 2030 General Plan designations for the Plan area are Mixed Use (MU) along Healdsburg Avenue and around the intersection of Front and Harmon Streets, Medium-Density Residential (MR) along Mason and Harmon Streets, and Industrial (I) in the remainder of the Plan area.

Table VIII-2 summarizes the primary recommended changes to the land use classifications of properties in the Plan area.

Table VIII-2. Recommended Changes to General Plan Land Use Classifications

SITE	EXISTING CLASSIFICATION	NEW CLASSIFICATION
Healdsburg Lumber	Industrial	Mixed Use, Medium Density Residential
Railroad tracks, depot, parking lots	Industrial	Public/Quasi-Public
Nu Forest Products (portion not fronting Healdsburg Avenue)	Industrial	Mixed Use
Opperman properties	Industrial	Transit Residential
Deas properties	Industrial	Mixed Use

LAND USE CODE AMENDMENTS

Some areas currently zomed Industrial (I) will be rezoned to Mixed Use (MU), while other such areas will retain their current Industrial (I) zoning. The current R-1-6000 zoning in Medium Density Residential areas will be maintained. Transit Residential portions of the Plan area will be rezoned to the Multi-Family Residential (RM) Zoning District. The railroad area will be rezoned to the Public Zoning District.

The Mixed Use (MU) Zoning District permits a wide range of uses and allows, but does not require mixed-use projects, including a vertical mix of uses within a single structure. Residential uses within a mixed-use project require a conditional use permit, but stand-alone residential development is permitted without a conditional use permit. An amendment to the MU Zoning District, or the creation and application of an overlay, is needed to implement this Plan's use restrictions related to frontage types, such as the prohibition of ground floor residential uses along Urban Frontages. As part of this amendment, a more flexible definition of allowable uses could be considered, which could prohibit heavy industrial uses, uses such as adult businesses and medical marijuana dispensaries, and permit all other business that are not noisy, unhealthy, unsafe or polluting, or could be made to fit those requirements through the application of appropriate conditions.

GROWTH MANAGEMENT ORDINANCE

The timing and type of residential and mixed-use development that includes residences in the Plan area will be limited by the City's Growth Management Ordinance (GMO). Prompted by concerns over the rapid pace of residential development on newly-annexed land at the city's northern edge, Healdsburg voters passed the Measure M Initiative, a growth management initiative, in 2000. The City Council subsequently adopted the GMO and implementing policies and procedures.

The GMO limits building permits for market-rate dwelling units to an average of 30 per year, with total permits limited to 90 for three-year periods. The GMO does not apply to affordable housing units, second dwelling units, replacement or reconstruction of existing residential structures, homeless shelters, elderly care facilities, nursing homes, sanitariums and community care or health care facilities.

The procedures established an allocation system that provides for the following:

- A total of 30 growth management allocations are available to be issued on an annual basis to residential projects that have received City approval.
- Projects may accrue allocations over a period of years, as they are available.
- Allocations are valid for up to three years, during which time a building permit must be issued, or the allocation expires.

The GMO was intended to control the pace of residential development and urban growth, but it does not distinguish between "greenfield" development on agricultural land and the redevelopment of underutilized properties where infrastructure is already in place. Consequently, the GMO has resulted in an un-

intended consequence of impeding the redevelopment of obsolete, in-town sites, an important strategy for preserving the community's compact form.

Although the text of the GMO limits only the amount of housing that can be built during a three-year period, the ordinance effectively dictates the type of housing development that can occur. Multi-family housing (even of the low-rise scale that would be most likely in Healdsburg) is very difficult and expensive to build in small increments, and acquiring sufficient allocations for a large project is challenging. Because it is difficult to accrue the allocations necessary for the higher-density, multi-family projects that would provide better construction cost economy, on the order of 70 to 90 units, the growth management program has the second unintended consequence of making workforce-priced (but not income-restricted) housing almost unbuildable.

Changing the ordinance would require Healdsburg voter approval. As part of the implementation of this Plan, a ballot measure could seek to obtain an amendment to the GMO to allow building permits for residential development in the Plan area beyond the 30 available annually citywide.

ATTRACTING NEW USERS

Beyond setting the stage for new development, the City or a non-profit economic development coalition could also pursue a more active role in economic development by adopting a strategic approach to attracting new users to the area (4c). For example, the City and its partners could help publicize for-sale properties and vacant commercial space to institutional users and desired types of businesses. The timing of this approach will likely depend on when resources are available for economic development activities.

TRANSIT CENTER ACCESS IMPLEMENTATION

The Plan includes measures facilitating pedestrian, cyclist, and driver access from the transit center to Central Healdsburg Avenue and the downtown by constructing a segment of the Foss Creek Pathway between the transit center and Mill Street along the north side of the railroad tracks (5a). A protected pedestrian crossing across the tracks at the western edge of the SMART rail station (5c) would improve access to the southern portion of Plan area. SMART's initial plans for the Healdsburg Station include a pedestrian crossing, which would likely be built as part of SMART's station construction project.[12] The City should work with SMART to ensure the optimal placement of this crossing. The crossing would provide access to the redeveloped Nu Forest Products site, so the owner/developer of that site would likely need to be consulted as well. In addition, the NCRA, and the California Public Utilities Commission, which regulates railroad safety, would have to approve any such crossing.

POTENTIAL FUNDING AND FINANCING TOOLS

This section provides an overview of funding and financing alternatives for the types of improvement included in the plan. Matrix 2 shows the types of funding/financing tools that might be available for each implementation action in the Plan. The funding and

12. Because the crossing would likely be constructed as part of the SMART station, cost estimates for this pedestrian crossing were not conducted as part of this Plan.

Table VIII-3. Advantages and Disadvantages of Pay-As-You-Go and Debt Financing Tools

	ADVANTAGES	DISADVANTAGES
PAY-AS-YOU-GO	▪ Very little financial risk to City or district	▪ Improvements take longer to finance. Difficult to apply to larger-scale, more costly improvements.
DEBT FINANCING	▪ Improvements can be made immediately. ▪ Allows for financing of larger-scale, costly improvements.	▪ Some risk that future revenues will be insufficient to pay off debt within time frame. ▪ Many cities and redevelopment agencies have reached their bonding capacity.

financing sources included here should be approached as a menu of options rather than as a recommendation for any particular financing strategy. It is likely that some projects will be funded through a number of different local, state, federal, and even private sources, and the potential for utilizing a given source will vary depending on market conditions, funding availability, consent from property owners, and other factors. To arrive at the appropriate strategy, the City will have to make a series of decisions about the implementation process for each of the improvement projects.

PAY-AS-YOU-GO V. DEBT FINANCING

There are two ways to approach infrastructure financing for a plan area: pay-as-you-go or debt financing. Each of these has advantages and disadvantages, shown in Table 8-3, below. In the pay-as-you-go approach, the improvement would only be made once a sufficient amount of tax or fee revenue is gathered to fund the improvement. This contrasts with the debt financing approach, where the improvement is financed immediately by borrowing from future revenues and issuing bonds that are paid back over time through taxes or fee payments.

FUNDING/FINANCING SOURCES

A variety of funding sources are available for the types of infrastructure improvements envisioned in the Plan area. Sources include land-based district financing tools, which leverage the value of the real estate development on the site, value capture from private development, user fees for infrastructure such as utilities or parking, and local regional, state, and federal transportation grants.

District Financing

In California, the most commonly used land-based financing tools have historically included the formation of benefit assessment districts, community facilities districts (CFDs), and tax increment financing (TIF) districts. These three land-based financing tools are described below, along with infrastructure facilities districts (IFDs), which may serve as an alternative to TIF in the future. All of these land-based financing tools depend on new real estate development to generate parcel-based taxes or property tax revenues to finance the improvements.

Benefit Assessment Districts

In a special assessment district, property owners within the district agree to pay an additional fee or tax in order to fund an improvement within a specific geographic area. The amount that each property owner pays must be proportional to the benefit the property will receive from the proposed improvement. Assessment districts are established by a majority vote of the property owners, and include everything from business improvement districts, to sewer, utility, and parking districts.

Community Facilities Districts

Like benefit assessment districts, Mello-Roos Community Facilities Districts (CFDs) are formed when the property owners in a geographical area agree to impose a tax or fee on the land in order to fund infrastructure improvements. Unlike benefit assessment districts, however, CFDs are most commonly formed in cases where the geographic area encompasses a small number of property owners who intend to subdivide the land for sale. To be enacted, CFDs require a two-thirds vote of property owners, but this threshold is often only a nominal requirement, as in the cases where there are few owners. One provision of the Mello-Roos Community Facilities District Act is that these fees can also be proportionally subdivided and passed on to the future landowners. These fees can then be used either for pay-as-you-go financing or to pay off bonds issued against the anticipated revenue from the CFD.

Tax Increment Financing

In California, redevelopment agencies have historically used tax-increment financing to raise funding for infrastructure improvements, land assembly, housing, and other redevelopment projects. TIF works by freezing the property tax revenue in a redevelopment project area at its "base level" in the current year, and diverting additional tax revenue in future years into a separate pool of money. The redevelopment agency can then issue bonds to be paid back over time with TIF revenues.

On February 1, 2012, Healdsburg's redevelopment agency was dissolved in response to state law. Unless the state legislature passes additional legislation, TIF will not be available for use in Healdsburg, or elsewhere in California.

Infrastructure Financing Districts

Like redevelopment agencies, infrastructure financing districts (IFDs) use property tax increment financing to pay for infrastructure. Similar to TIF, new tax revenues (the increment) is diverted to finance improvements. Unlike TIF, IFDs cannot divert property tax increment revenues from schools (and are therefore likely to raise less money for improvements) and can only pay for

public facilities like sewer, water, libraries, and parks (not routine operations or maintenance or – except in limited cases – affordable housing or economic development projects).

Under existing California law, a city or county may create infrastructure financing districts by ordinance if a two-thirds majority in the proposed district approve the IFD. If the proposed boundaries of the district include fewer than 12 registered voters, only property owners may vote; if the district includes 12 voters or more, the vote is of all registered voters. IFD boundaries may include noncontiguous parcels, but IFDs may only be formed in areas that are not within current or former redevelopment project areas. Because of these restrictions and the historic availability of TIF, IFDs have not been widely used in California. However, the state legislature is considering several proposals that would make IFDs a more viable alternative to TIF, including eliminating the requirement for voter approval to form and bond an IFD, and eliminating the restriction on using IFDs in former redevelopment project areas.

Table VIII-4 summarizes the advantages and disadvantages of these four land-based financing tools. An important consideration in the case of both CFDs and assessment districts is that there is a limit to the amount that property owners are typically willing to contribute in annual property tax assessments. A commonly used rule of thumb for calculating the feasibility of implementing new assessments is that total property taxes, assessments, and obligations should not exceed two percent of the property's assessed value.

VALUE CAPTURE FROM PRIVATE DEVELOPMENT

Development Agreements

Structured negotiations between cities and developers are often conducted to obtain desired improvements in exchange for development rights. The extent to which a new project can contribute to the provision of infrastructure depends on a number of factors, including the anticipated prices for new housing units, construction costs, lot size and configuration, and parking ratios. All of these factors will vary depending on the final format and timing of development, and therefore the amount of public benefits that can be provided is unpredictable and will have to be negotiated.

Impact Fees

Development impact fees are a one-time charge to new development imposed under the Mitigation Fee Act. These fees are charged to new development to mitigate impacts resulting from the development activity, and cannot be used to fund existing deficiencies. This means that new development can only pay for part of the improvement cost for projects that benefit existing uses as well as new development and cities must find another funding source to cover the costs for the improvements that benefit the existing uses. Impact fees must be adopted based on findings of reasonable relationships between the development paying the fee, the need for the fee, and the use of fee revenues. The City of Healdsburg has existing fees in place to mitigate the impact of development on the sewer, water, and storm drain systems, streets and traffic controls, the park system, the fire system, the electrical system, and the school district.

In-lieu Fees

Similar to impact fees, an in-lieu fee allows a developer to pay a fee to satisfy a requirement that would otherwise entail providing infrastructure, an amenity, or mitigation measure on-site, such as parking or affordable housing. For example, the City of Healdsburg's Inclusionary Housing Program includes provisions for allowing residential developers to pay fees in-lieu of meeting the City's requirement that certain residential projects reserve 15 percent of new housing units for low-income households at affordable prices or rents.

User Fees

User fees are charged for the use of public infrastructure or good (e.g., toll road, bridge, water and wastewater systems). Such fees are typically set to cover a system's operating and capital expenses, which can include debt service for improvements to the system. It may be possible to use some portion of user fees toward financing the costs of new infrastructure, though doing so may require raising rates.

OTHER FUNDING SOURCES

City

The General Fund is the main source of funding for ongoing operating, staffing, and maintenance costs. The City of Healdsburg has limited funding available each year from the General Fund, state and federal transportation funds, and various other sources for capital improvement projects.

Table VIII-4. Advantages and Disadvantages of Land-Based Financing Tools

	ADVANTAGES	DISADVANTAGES
BENEFIT ASSESSMENT DISTRICT	▪ Less financial risk to City or public agency; risk transferred to individual property owners. ▪ Requires basic majority vote of property owners. ▪ Could lead to increased tax revenue based on private reinvestment.	▪ Individual property owners may be unwilling to absorb financing risk, especially for debt financing. ▪ Assessment can be politically infeasible if existing property tax assessments total 2 percent of assessed value.
COMMUNITIES FACILITIES DISTRICT	▪ Less financial risk to City or public agency; individual property owners take on more risk. ▪ Because fees are passed on to end-users, developers are generally more receptive to their use.	▪ Property owners may fear that imposing fees will dissuade buyers or reduce achievable sales prices. ▪ Assessment can be politically infeasible if existing property tax assessments total 2 percent of assessed value.
TAX INCREMENT FINANCING	▪ Improvement does not cost individual property owners additional fees or taxes. ▪ Improvements may lead to increases in sales and property tax revenue adjacent to redevelopment area.	▪ Will no longer be available in California without action from the state legislature. ▪ Some risk to City if future property tax revenue falls short of projections. ▪ Diverts future tax revenue from general fund.
INFRASTRUCTURE FINANCING DISTRICTS	▪ Improvement does not cost individual property owners additional fees or taxes. ▪ Improvements may lead to increases in sales and property tax revenue adjacent to redevelopment area.	▪ Cannot currently be used in existing or former redevelopment project areas. ▪ Currently requires two-thirds majority vote of registered voters (or of property owners, if the proposed district includes fewer than 12 registered voters). ▪ Some risk to City if future property tax revenue falls short of projections. ▪ Diverts future tax revenue from general fund.

SMART

Some improvements that are directly related to the introduction of SMART service and/or the development of the SMART station may be paid for, at least in part, by SMART.

Sonoma County Measure M

The Sonoma County Transportation Authority (SCTA), the county's congestion management agency (CMA), distributes grants for local transportation improvements using revenues from Measure M, a 20-year increase in sales tax that county voters approved in 2004. Measure M is anticipated to raise between $17 and $35 million a year through FY 2024-25. The Measure could potentially provide funding for Plan area street projects and rehabilitation, Highway 101 ramps, bus service improvements, SMART improvements, and bicycle and pedestrian improvements.

Metropolitan Transportation Commission (MTC)

MTC is the transportation planning and financing agency for the nine-county Bay Area region. As required by state and federal law, the agency assembles the Bay Area's Regional Transportation Plan (RTP) every five years. The RTP document outlines how MTC intends to distribute the funding it receives from the state and federal governments – including from such diverse sources as the state and federal fuel taxes, the portion of the state sales tax dedicated to transportation funding, and bridge tolls – over a 25-year period. Typically, large transportation projects must be included in a region's RTP to receive state and federal transportation dollars. To be considered, a project's sponsors must work with their county's congestion management agency (in the case of Healdsburg, the Sonoma County Transportation Authority) and undergo a competitive evaluation process.

In the past, MTC has dedicated part of the region's federal transportation funding to regional, competitive grants such as the Transportation for Livable Communities (TLC) program [2] and the Regional Bicycle and Pedestrian Grant Program, for which local jurisdictions could apply directly with the support of their county's congestion management agency. However, a proposal currently under consideration would create an "OneBayArea Grant Program" to link transportation funding with the Regional Transportation Plan/Sustainable Communities Strategy. Under this proposal, regional funding for the TLC program, Local Streets and Roads Rehabilitation, Regional Bicycle Program, and Safe Routes to Schools would be shifted to county CMAs. The proposal calls for at least 70 percent of this funding to be reserved for Priority Development Areas and/or Growth Opportunity Areas, which Healdsburg does not have. MTC is scheduled to make a decision about this proposal in the spring of 2012. Some other grants not included in the OneBayArea proposal will likely still be available directly from MTC, such as the Lifeline Transportation Program, which provides funding for projects that improve mobility for low-income residents.

13. TLC grants have provided funding for streetscape improvements that enhance multi-modal access to transit, transportation/parking demand management projects, and non-transportation infrastructure improvements. To be eligible for a TLC grant, projects were required to be located in designated Priority Development Areas.

Other State and Federal Transportation Funds

As described above, large transportation projects (i.e., those that cannot be fully funded at the local level) typically must be included in a region's Regional Transportation Plan (RTP) to receive state and federal transportation dollars. On occasion, there may also be opportunities for the City to pursue transportation grants directly from state or federal agencies. These programs change over time depending on funding availability; recent examples include the California Department of Transportation's ongoing Safe Routes to School program and the federal TIGER (Transportation Investment Generating Economic Recovery) Discretionary Grants, appropriated as part of the 2009 American Recovery and Reinvestment Act.

State and federal agencies occasionally make grant funding available for local parks and recreation projects. As with discretionary transportation grants, these programs change over time depending on funding availability. For example, California's Proposition 84 (the Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006) included funding for, among other project types, parks, nature education, sustainable communities, and climate change reduction. While much of this funding has already been obligated, the state's Strategic Growth Council still had funding available as of early 2012 for its Urban Greening Project Grants program, which uses Proposition 84 revenues to fund urban parks and recreation projects that meet certain sustainability criteria. Some natural resources grants could also potentially be applicable to the types of projects envisioned in the Plan. For example, the state's Urban Streams Restoration Program has funded urban creek daylighting projects in the past.

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APPENDIX A: IMPLEMENTATION MATRICES

Matrix 1. Implementation Action Timing, Benefits and Key Considerations

IMPLEMENTATION ACTIONS	TIMING* Short-Term	Mid-Term	Long-Term	As Development Occurs	KEY PARTNERS	BENEFITS	KEY CONSIDERATIONS
1. Circulation and Utilities Implementation							
a. Prepare traffic circulation and utility master plans for the study area.	X				SMART; Caltrans	Provide detailed plans to guide public investments; identify necessary mitigations; and provide notice of any fees, exactions, or other requirements to property owners and developers.	Petition Caltrans for approval of potential improvements that will impact Highway 101, on-ramps, off-ramps, or other Caltrans right-of-way.
b. Construct a roundabout at the current five-way intersection of Healdsburg Avenue and Mill Street and make associated improvements to utilities.	X				SMART; NCRA; CPUC	Improve traffic circulation and pedestrian safety.	Must be coordinated with SMART, which owns existing railway tracks that pass through intersection, NCRA, which is negotiating an easement on the use of the tracks; and CPUC. Utility improvements should precede or be made concurrently with street improvements. Design of roundabout may necessitate improvements to Mill Street (Action 1d).
c. Reconfigure Central Healdsburg Avenue between Mill Avenue and Exchange Avenue and make associated improvements to utilities.	X				Caltrans	Improve traffic circulation, encourage pedestrian and bicycle activity.	Requires Caltrans approval if work affects Highway 101 on- or off-ramps. Utility improvements should precede or be made concurrently with street improvements.
d. Reconfigure Mill Street from Highway 101 to Healdsburg Avenue to add bike lanes and sidewalks, make associated improvements to utilities.		X			Caltrans, Property Owners	Improve traffic circulation and pedestrian/bicycle safety.	May be required due to design of five-way roundabout (Action 1b); could be constructed in phases. Requires Caltrans approval if work affects Highway 101 on- or off-ramps. Utility improvements should precede or be made concurrently with street improvements.

IMPLEMENTATION ACTIONS	TIMING* Short-Term	Mid-Term	Long-Term	As Development Occurs	KEY PARTNERS	BENEFITS	KEY CONSIDERATIONS
e. Construct new southbound on-ramp at Westside Road.		X			Caltrans	Reduce highway-bound traffic on Healdsburg Avenue.	Requires Caltrans approval. May necessitate southern roundabout (Action 1f).
f. Construct a southern roundabout where Highway 101 off-ramp intersects Healdsburg Avenue.		X			Caltrans	Improve traffic circulation and safety.	May be necessary to mitigate impact of new southbound on-ramp at Westside Rd (Action 1e).
g. Construct New Street A to Healdsburg Avenue and create a signalized intersection.				X	SMART; Private developers/property owners	Provides a southern vehicular approach to Railroad Depot and space for passenger drop-off and parking locations.	SMART owns the future right-of-way; the new street would go through the Nu Forest site.
h. Work with developers to create other local streets as development occurs.				X	Private developers/property owners	Improve traffic, pedestrian, and bicycle circulation.	Requires additional study in traffic circulation master plan.
i. Make street, utility, and other infrastructure improvements along the frontages of opportunity sites as development occurs.				X	Private developers/property owners		Requires additional study in traffic and utility circulation master plans.
2. Parking Implementation							
a. Consider establishing parking meters and/or additional short-term parking zones.	X				Residents; business owners	Help manage parking demand and creates potential revenue source for neighborhood improvements.	
b. Install signage for public parking and other wayfinding treatments.	X					Encourage use and improves efficiency of existing parking facilities.	
c. Consider establishing a residential permit parking district.	X				Residents	Mitigate impacts from new development and SMART service on residential parking.	
d. Consider ways to encourage bicycling, such as creating a bike-sharing program.	X					Provide alternatives to the private automobile.	
e. Explore feasibility of creating a car-sharing program.			X		Car-sharing companies	Provide alternatives to the private automobile.	Car-sharing companies make decisions about where to locate pods based on transit access, density of activity, and existing/potential pool of car-sharing members.
f. Consider establishing in-lieu fees to facilitate construction of public parking facilities	X					Provide parking facilities which can be shared by multiple sues. Encourage development on small sites where on-site parking is limited.	

IMPLEMENTATION ACTIONS	TIMING* Short-Term	Mid-Term	Long-Term	As Development Occurs	KEY PARTNERS	BENEFITS	KEY CONSIDERATIONS
3. Open Space and Recreation Implementation							
a. Prepare parks and open space master plan for the Plan area.	X					Provide detailed plans to guide public investments; identify necessary mitigations; and provide notice of any fees, exactions, or other requirements to property owners and developers.	
b. Daylight, restore, and improve pedestrian access to Foss Creek.				X	Cal Dept. of Fish and Game; North Coast Regional Water Control Board; Army Corps of Engineers; FEMA.	Enhance pedestrian experience and celebrate Healdsburg's natural surroundings.	Changes to Foss Creek may require coordination with the California Department of Fish and Game, the North Coast Regional Water Control Board, the Army Corps of Engineers, and FEMA.
i. Acquire key parcels and/or establish easements to enable Foss Creek daylighting and restoration.							
ii. If New Street A is extended to Healdsburg Avenue (Action 1g), create a new creek side park ("Foss Creek Park") between Foss Creek, Healdsburg Avenue, and New Street A.				X		Enhance pedestrian experience and celebrate Healdsburg's natural surroundings.	Contingent on New Street A extension to Healdsburg Avenue. Views of Fitch Mountain should be preserved and celebrated in the design.
iii. Create a multi-use trail along the west side of Foss Creek, south of Foss Creek Park.				X		Enhance pedestrian experience and celebrate Healdsburg's natural surroundings.	
c. Redevelop the railroad turntable at the depot.			X		SMART; NCRA		SMART owns the right-of-way where the park would be located.
i. Create a historic train exhibit.			X		Northwestern Pacific Railroad Historical Society		
d. Include model railroad exhibit at the railroad depot.			X		SMART; Sonoma County Model Railroad Society		

IMPLEMENTATION ACTIONS	TIMING* Short-Term	Mid-Term	Long-Term	As Development Occurs	KEY PARTNERS	BENEFITS	KEY CONSIDERATIONS
4. Urban Design and Land Use Implementation							
a. Amend General Plan and rezone appropriate properties to encourage mixed-use and residential development.	X					Facilitate new development while maintaining flexibility for property owners.	Significant residential development would likely require revising the growth management ordinance.
b. Adopt a strategic approach to attracting new users to the area.	X	X	X			Contribute to economic vitality and diversity of area.	Not clear who would implement.
5. Transit Center Access Implementation							
a. Complete multi-use path along the north side of the railroad tracks, connecting the transit center with Healdsburg Avenue north of Mill St/five-way roundabout.	X				County of Sonoma Transportation & Public Works	Provide pedestrian and bicycle access to and from the transit center.	Currently under development under the supervision of the County Transportation & Public Works department.
b. Add wayfinding signage and streetscape improvements along Matheson and Fitch Streets.			X			Create easy-to-navigate route from downtown to transit center.	Largely outside of Plan area.
c. Work with SMART to construct pedestrian crossing across train tracks at the western edge of the SMART platform.				X	SMART; NCRA; CPUC; Private developers/property owners.	Provide pedestrian and bicycle access to and from the train depot.	SMART's initial plans include a crossing; the City should work with SMART to ensure optimal location of the crossing. Requires approval NCRA and CPUC because of right-of-way and railway safety issues. Would provide access to redeveloped Nu Forest site, so will likely require coordination with owners/developers of that site.

***Timing Categories:**
Short-term: 1-5 years
Mid-term: 5-10 years
Long-term: 10 or more years

Abbreviations:
Caltrans: California Department of Transportation
SMART: Sonoma-Marin Area Rail Transit
NCRA: North Coast Railroad Authority
CPUC: California Public Utilities Commission
FEMA: Federal Emergency Management Agency

Matrix 2. Potential Funding and Financing Sources*

IMPLEMENTATION ACTIONS	District Financing	Value Capture from New Dev.		Utility User Fees	Other Funds				
		Impact/In-Lieu Fees	Development Agreements		City	SMART	Measure M	MTC/State/Federal Transport. Funds	State/Federal Parks Funds
1. Circulation and Utilities Implementation									
a. Prepare traffic circulation and utility master plans for the study area.	X		X		X			X	
b. Create a roundabout at the current five-way intersection of Healdsburg Avenue and Mill Street and make associated improvements to utilities.	X	X	X	X	X	X		X	X
c. Reconfigure Central Healdsburg Avenue between Mill Avenue and Exchange Avenue and make associated improvements to utilities.	X	X	X	X	X		X	X	X
d. Reconfigure Mill Street from Highway 101 to Healdsburg Avenue to add bike lanes and sidewalks, make improvements to Highway 101 underpass, and make associated improvements to utilities.	X	X	X	X	X		X	X	X
e. Create new southbound on-ramp at Westside Road.	X	X	X		X		X	X	X
f. Create a southern roundabout where Highway 101 off-ramp intersects Healdsburg Avenue.	X	X	X		X		X	X	X
i. Create a downtown entry marker as part of the southern roundabout.	X	X	X		X		X	X	X
g. Create a new street connecting Ward Street to Healdsburg Avenue and create a signalized intersection.	X	X	X	X	X		X	X	X
h. Work with private developers to create other new local streets on opportunity sites as development occurs.	X	X	X	X	X		X	X	X
i. Make street, utility, and other infrastructure improvements along the frontages of opportunity sites as development occurs.	X	X	X	X	X		X	X	X
2. Parking Implementation									
a. Consider establishing parking meters and/or additional short-term parking zones.	X	X	X		X			X	
b. Install signage for public parking and other wayfinding treatments.	X	X	X		X			X	
c. Consider establishing a residential permit parking district.	X	X	X		X				
d. Consider ways to encourage bicycling, such as creating a bike-sharing program or expanding requirements for bicycle parking.	X	X	X		X			X	
e. Explore feasibility of creating a car-sharing program.	X	X	X		X			X	

*Section 4 (Urban design and land use) implementation actions are omitted from this matrix because they involve policy changes, not capital projects.

IMPLEMENTATION ACTIONS	District Financing	Value Capture from New Dev.		Utility User Fees	Other Funds				
		Impact/In-Lieu Fees	Development Agreements		City	SMART	Measure M	MTC/State/Federal Transport. Funds	State/Federal Parks Funds
3. Open Space and Recreation Implementation									
a. Prepare parks and open space master plan for the study area.	X		X		X				X
b. Daylight, restore, and improve pedestrian access to Foss Creek.	X	X	X		X				X
i. Consider opportunities to acquire key parcels and/or establish easements to enable Foss Creek daylighting and restoration.	X	X	X		X				X
ii. If a new street is created connecting to Healdsburg Avenue (Action 1g), create a new creek side park ("Foss Creek Park") between Foss Creek, Healdsburg Avenue, and Railroad Avenue.	X	X	X		X				X
iii. Create a multi-use trail along the west side of Foss Creek, south of Foss Creek Park.	X	X	X		X		X		X
c. Explore the potential to redevelop the railroad turntable at the depot.	X	X	X		X				X
i. Consider creating a historic train exhibit.	X	X	X		X				
d. Explore the potential to include model railroad exhibit in the railroad depot.	X	X	X		X				
5. Transit Center Access Implementation									
a. Complete multi-use path along the north side of the Railroad Tracks, connecting the SMART station with Healdsburg Avenue north of Mill St/five-way roundabout.	X	X	X		X	X	X	X	X
b. Add wayfinding signage and streetscape improvements along Matheson and Fitch Streets.	X	X	X		X	X	X	X	
c. Work with SMART to create pedestrian crossing across train tracks at the western edge of the SMART platform.	X	X	X		X	X	X	X	

APPENDIX B: GLOSSARY

Below are definitions of potentially unfamiliar terms found throughout the Plan:

Active frontages are places where development along a public street or space is characterized by active uses such as dining, shopping, or recreation, as well as by the visibility of these uses from the sidewalk or public space.

An **arcade** is a covered pedestrian walkway that provides protection from the elements. Arcades can establish a positive image of commerce with a civic character, provide shopping and gathering space in inclement weather, and break up long blocks for pedestrian access.

Articulation is the organization of a building's facade to show how a building's parts fit into the whole by emphasizing each part separately. Articulation can contribute to urban design through emphasizing the human-scaled uses behind a façade, and creating dynamism and rhythm in a building's façade.

An **awning** is a sheet of canvas stretched on a frame or other material projecting from a building face that is used to shield a walkway, storefront, window, doorway, or deck from the elements.

A **bioswale** or **vegetated swale** is a linear and narrow channel, trapezoidal or semicircular in section, planted with a variety of trees, shrubs, and grasses. Stormwater runoff from impervious surfaces is directed to and through the swale, where it is slowed and in some cases infiltrated, allowing pollutants to settle out. Check dams are used to create small ponded areas to facilitate infiltration.

Blank walls are walls or sides of buildings devoid of windows or entryways. Extensive stretches of blank walls may cause pedestrians to feel uncomfortable or unsafe and do not add to the character of a community.

A **courtyard** is an unroofed area that is completely or partially enclosed by walls or buildings.

Dry utilities include natural gas, electrical, telephone, fiber optic, cable TV and other telecommunications service.

A **forecourt** is an open area in front of a large building.

Landscape structures are architectural elements that allow for the planting of plants or small trees. They can include planter boxes, trellises, or supports for climbing plants.

Frontage (also **street frontage**) is the interface between a public street or space and the development alongside it. Frontages create an important framework of urban design because they establish the basic character of a city's public spaces.

A **gallery** is a covered passageway open on one or both sides.

Markers are visual features that signal arrival or transition. They can include signs, landscape features, streetscape elements or architectural features such as towers or cupolas.

Massing is the overall combination of shapes that make up a building's form.

Neighborhood development pattern refers to the characteristic dimensions and proportions of blocks, lots and buildings, including such features as block length, lot width, front and side setbacks, building height and spacing of building entries.

An **outdoor room** is a small but active public or semi-public outdoor space adjacent to a street. These spaces' enclosure by building facades and landscape elements makes them feel like "rooms." Common throughout Healdsburg's downtown, outdoor rooms help to define this district's comfortable and interesting character. Examples include the outdoor dining areas at Oakville Grocery, Healdsburg Bar & Grill, Barndiva, Dry Creek Kitchen and Willi's Seafood & Raw Bar.

A **parking podium** is a parking garage which may wrap around or be situated underneath a building. Parking podiums maximize parking area and building square footage and can be designed to minimize their appearance from the street using screens or fences.

The **pedestrian realm** is the overall area on a street that includes sidewalks, buildings, parking, landscaping, utilities, and street activity that is experienced by a pedestrian.

Pedestrian scale is the sizing of elements in the built environment to appeal to the comfort of people, especially those on foot. Examples include the emphasis of well-detailed and transparent storefronts, short crossings of streets, short city blocks, and definition of space by building facades and landscaping.

Primary frontage describes the principal direction toward which a building faces for purposes of public access, whether to a street, a parking lot, a waterway, or an open space.

The **public realm** includes all exterior places, rights-of-way, and built form elements that are physically and/or visually accessible regardless of ownership. These elements can include, but are not limited to, streets, pedestrian ways, bikeways, bridges, plazas and squares,

transportation hubs, gateways, parks, waterfronts, natural features, view corridors, landmarks and building interfaces.

A **stormwater planter** or **flow-through planter** is a structural facility filled with topsoil and gravel and planted with vegetation. The planter is completely lined and sealed, with a perforated collection pipe placed under the soil and gravel. The planter has an overflow that must be directed to an acceptable discharge point. The stormwater planter receives runoff from impervious surfaces, which is filtered and retained for a period of time.

Structural soil is a special planting mix typically composed of about 80% closely-graded crushed rock, 20% soil, and minor amounts of various materials that bind with the soil to keep it from settling out of the mix over time. When mixed and installed under sidewalks this "structural soil" can be compacted so it will support a sidewalk and provide adequate space to support the growth of tree roots.

Volume is the cubic area of a building, calculated by multiplying the floor area by the height.

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APPENDIX C: PLANT LIST FOR PLAN AREA

HEALDSBURG AVENUE (SOUTH OF EXCHANGE)

Plant a mix of the following species in naturalized clusters:

WEST SIDE OF STREET (FREEWAY EMBANKMENT)	
SCIENTIFIC NAME	COMMON NAME
Cercis occidentalis	Western Redbud
Quercus lobata	Valley Oak [1]
Sequoia sempervirens	Coast Redwood [1]

EAST SIDE OF STREET	
SCIENTIFIC NAME	COMMON NAME
Acer rubrum 'Bowhall'	Bowhall Maple

MEDIAN NORTH OF ROUNDABOUT	
SCIENTIFIC NAME	COMMON NAME
Ginkgo biloba 'Fairmont'	Fairmont Ginkgo

[1] Provide sufficient setback from edge of roadway to avoid maintenance issues caused by dropping leaves

SHRUBS AND HERBACEOUS PERENNIALS
Select appropriate species from the *Russian River-Friendly Landscape Guidelines* after final selection of tree species.

HEALDSBURG AVENUE (NORTH OF EXCHANGE)

EAST AND WEST SIDE OF STREET (SELECT ONE)	
LATIN NAME	COMMON NAME
Acer rubrum 'Bowhall'	Bowhall Maple [2]
Prunus okame	Okame Cherry [3]

MEDIANS SOUTH OF ROUNDABOUT	
LATIN NAME	COMMON NAME
Ginkgo biloba 'Fairmont'	Fairmont Ginkgo

[2] In bulb-outs at intersections

[3] Between intersections

SHRUBS AND HERBACEOUS PERENNIALS
Select appropriate species from the *Russian River-Friendly Landscape Guidelines* after final selection of tree species.

MILL STREET

SOUTH SIDE OF STREET (SELECT ONE)	
LATIN NAME	COMMON NAME
Acer rubrum 'Bowhall'	Bowhall Maple
Robinia x ambigua	Purple Robe Locust

SHRUBS AND HERBACEOUS PERENNIALS
Select appropriate species from the *Russian River-Friendly Landscape Guidelines* after final selection of tree species.

NEW STREETS

TREES (SELECT FROM THE FOLLOWING)	
LATIN NAME	COMMON NAME
Acer rubrum 'Bowhall'	Bowhall Maple [4]
Lagerstroemia indica	Crape Myrtle
Koelreuteria panniculata	Goldenrain Tree
Pyrus calleryana 'Aristocrat'	Aristocrat Pear
Robinia x ambigua	Purple Robe Locust

[4] In bulb-outs at intersections with Healdsburg Avenue

SHRUBS AND HERBACEOUS PERENNIALS
Select appropriate species from the *Russian River-Friendly Landscape Guidelines* after final selection of tree species.

SOUTHERN ROUNDABOUT

TREES IN CENTER COURT OF ROUNDABOUT [5] (SELECT FROM THE FOLLOWING)	
LATIN NAME	COMMON NAME
Cercis occidentalis	Western Redbud
Sequoia sempervirens	Coast Redwood
Quercus agrifolia	Coast Live Oak
Quercus lobata	Valley Oak

[5] For trees along edges of roundabout, see Healdsburg Avenue (south of Exchange) and planting strip East of Southern Roundabout.

SHRUBS AND HERBACEOUS PERENNIALS
Select appropriate species from the *Russian River-Friendly Landscape Guidelines* after final selection of tree species.

NORTHERN ROUNDABOUT

TREES IN CENTER COURT OF ROUNDABOUT
N/A

TREES ALONG EDGES OF ROUNDABOUT (SELECT FROM THE FOLLOWING)	
LATIN NAME	COMMON NAME
Acer rubrum 'Bowhall'	Bowhall Maple
Quercus robur 'Fastigiata'	Columnar English Oak

SHRUBS AND HERBACEOUS PERENNIALS
Select appropriate species from the *Russian River-Friendly Landscape Guidelines* after final selection of tree species.

FOSS CREEK REHABILITATION

TREES (SELECT FROM THE FOLLOWING)	
LATIN NAME	COMMON NAME
Acer macrophyllum	Big Leaf Maple
Aesculus californica	California Buckeye
Acer negundo	Box Elder
Alnus cordata	Italian Alder
Cercis occidentalis	Western Redbud
Fraxinus latifolia	Oregon Ash
Quercus agrifolia	Coast Live Oak
Quercus lobata	Valley Oak

SHRUBS AND HERBACEOUS PERENNIALS
Select appropriate species from the *Russian River-Friendly Landscape Guidelines* after final selection of tree species.

PLANTING STRIP EAST OF SOUTHERN ROUNDABOUT (EASTERN "SPLITTER ISLAND")

TREES (SELECT FROM THE FOLLOWING)	
LATIN NAME	COMMON NAME
Aesculus californica	California Buckeye
Alnus cordata	Italian Alder
Cercis occidentalis	Western Redbud
Fraxinus latifolia	Oregon Ash
Platanus racemosa	California Sycamore
Quercus agrifolia	Coast Live Oak

SHRUBS AND HERBACEOUS PERENNIALS
Select appropriate species from the *Russian River-Friendly Landscape Guidelines* after final selection of tree species.

PHOTOS OF STREET AND MEDIAN TREE SPECIES

source: www.ruppertnurseries.com

source: www.whitehorse.vic.gov.au

ARISTOCRAT PEAR

Pyrus calleryana 'Aristocrat'

Area of Use:

New Streets

source: selectree.calpoly.edu

BIG LEAF MAPLE

Acer macrophyllum

Area of Use:

Foss Creek Rehabilitation

BOWHALL MAPLE

Acer rubrum 'Bowhall'

Areas of Use:

Healdsburg Avenue (South of Exchange)

- East side of street

Healdsburg Avenue (North of Exchange)

- East and west sides of street

Mill Street

- South side of street

New Streets

- In bulb-outs at intersections with Healdsburg Avenue

Northern Roundabout

- Along edges of roundabout

BOX ELDER

Acer negundo

source: NZPlantpics.com

Areas of Use:

Foss Creek Rehabilitation

CALIFORNIA BUCKEYE
Aesculus californica

Areas of Use:

Foss Creek Rehabilitation

Planting Strip East of Southern Roundabout (Eastern "Splitter Island")

source: www.redlands.edu

CALIFORNIA SYCAMORE
Platanus racemosa

Areas of Use:

Planting Strip East of Southern Roundabout (Eastern "Splitter Island")

COAST LIVE OAK
Quercus agrifolia

Areas of Use:

Southern Roundabout

- In center island of roundabout

Foss Creek Rehabilitation

Planting Strip East of Southern Roundabout (Eastern "Splitter Island")

COAST REDWOOD
Sequoia sempervirens

Areas of Use:

Healdsburg Avenue (South of Exchange)

Preferred trees for west side of street

Southern Roundabout

Trees in center island of roundabout

Foss Creek Rehabilitation

Planting Strip of Southern Roundabout (Eastern "Splitter Island")

COLUMNAR ENGLISH OAK
Quercus robur 'Fastigiata'

source: www.compagnieduvegetal.fr

Northern Roundabout

Along edges of roundabout

CRAPE MYRTLE

Lagerstroemia indica

Areas of Use:

New Streets

source: www.northscaping.com

source: blogs.butler.edu/indianaplants

FAIRMONT GINKGO

Ginkgo biloba 'Fairmont'

Areas of Use:

Healdsburg Avenue (South of Exchange)

- Median north of roundabout

Healdsburg Avenue (North of Exchange)

- Medians south of roundabout

source: www.wikipedia.org

GOLDENRAIN TREE

Koelreuteria panniculata

Areas of Use:

New Streets

ITALIAN ALDER
Alnus cordata

Areas of Use:

Foss Creek Rehabilitation

Planting Strip East of Southern Roundabout (Eastern "Splitter Island")

OKAME CHERRY
Prunus okame

source: selectree.calpoly.edu

Areas of Use:

Healdsburg Avenue (North of Exchange)

- East and west sides of street

OREGON ASH
Fraxinus latifolia

source: store.plantoregon.com

Foss Creek Rehabilitation

Planting Strip East of Southern Roundabout (Eastern "Splitter Island")

source: www.gardensoft.com

PURPLE ROBE LOCUST
Robinia x ambigua

Areas of Use:

Mill Street

- South side of street

New Streets

VALLEY OAK
Quercus lobata

Areas of Use:

Healdsburg Avenue (South of Exchange)

- West side of street (freeway embankment)

Southern Roundabout

- Center island of roundabout

Foss Creek Rehabilitation

WESTERN REDBUD

Cercis occidentalis

Areas of Use:

Healdsburg Avenue (South of Exchange)

- West side of street (freeway embankment)

Southern Roundabout

- Center island of roundabout

Foss Creek Rehabilitation

Planting Strip East of Southern Roundabout (Eastern "Splitter Island")

Appendix B images: David Evans Urban Design/ Landscape Architecture and Carlile • Macy, unless otherwise noted

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APPENDIX D: FURNISHINGS TABLE

LIGHT FIXTURES		
Nostalgia Lighting Standards with Single Luminaire	Union Metal Corporation Design No. NAZ 728	
Nostalgia Lighting Standards with Double Luminaires	Union Metal	
FURNISHINGS		
Trash/Recycling Receptacle	Columbia Cascade No. 2667–DT	
Bench	Timberform No. 2118 (6 feet)	

FURNISHINGS (con't)		
Loop Bicycle Rack	Highland Products Group Loop Bike Rack No. 145-1438	
News Rack	K-Jack model by Hamilton Circulation Supplies	
Bollard	Spring City Wellington No. ABDWLG 10-2.54